

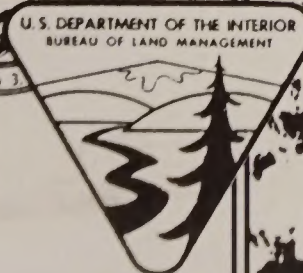
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Utah BLM Statewide Wilderness Final Environmental Impact Statement

Volume VII Part A Public Comments



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INTRODUCTION TO VOLUME VII-A: PUBLIC COMMENTS

Volume VII presents public comments on the Utah BLM Statewide Wilderness Draft EIS. It has three parts: Volume VII-A presents copies of letters from elected officials, agencies, and selected organizations; Volume VII-B includes General Comments relative to the Statewide analysis; and Volume VII-C includes WSA Specific Comments.

Volume VII-A contains copies of selected letters and portions of public hearing transcripts from the EIS files. It is required that the comment letters from elected officials and certain agencies be published as part of the Final EIS. BLM has added letters or portions of letters, or public hearing statements, from selected organizations in order to provide an array of view points and to increase disclosure in the published record. Many other letters from organizations and individuals are part of the official file record, but they have not been reproduced here. Comments from the published letters and the unpublished file record are contained in Volume VII-B and Volume VII-C, and responses are contained in those documents.

For the letters and portions of public hearing transcripts published in Volume VII-A, the substantive comments are bracketed and keyed to cross reference listings that indicate where the responses may be located in Volume VII-B (for General Comments) and Volume VII-C (for Specific Comments).

The letters and hearing transcript sections in Volume VII-A are presented according to the following index.

Federal Agencies (page 1)

Department of Defense

- F-1 U.S. Air Force Regional Civil Engineer Central Region
- F-2 6501st Range Squadron, Hill Air Force Base
Department of Agriculture
- F-3 Forest Service, Intermountain Region

Department of Interior

- F-4 Bureau of Mines, Intermountain Field Operations Center
- F-5 Bureau of Reclamation, Lower Colorado Regional Office
- F-6 Bureau of Reclamation, Upper Colorado Regional Office
- F-7 National Park Service, Rocky Mountain Regional Office

Environmental Protection Agency

- F-8 United States Environmental Protection Agency, Region VIII

State Government Agencies (page 25)

- S-1 State of Utah, Office of the Governor
- S-2 Utah Department of Natural Resources, State Lands and Forestry
- S-3 Utah Department of Natural Resources, Water Resources
- S-4 Utah Department of Transportation
- S-5 Utah State Soil Conservation Commission

Local Government, Counties, County Organizations and Tribal Governments (page 63)

- LCO-1 Consolidated Local Government Response to Wilderness
- LCO-2 Cache County Corporation
- LCO-3 Color Country Resource Conservation and Development Council
- LCO-4 Emery County Board of Commissioners
- LCO-5 Emery County Attorney
- LCO-6 Emery County Clerk
- LCO-7 Emery County Water Conservancy District
- LCO-8 Emery County Weed and Mosquito Department
- LCO-9 Fremont River Soil Conservation District
- LCO-10 Garfield County Commission
- LCO-11 Grand County Planning Commission
- LCO-12 Juab County Commission
- LCO-13 Juab County Commission
- LCO-14 Kane County Commission
- LCO-15 Kane Soil Conservation District
- LCO-16 Millard County Commission
- LCO-17 San Juan County Commission
- LCO-18 San Juan County Area Agency on Aging
- LCO-19 San Juan County Economic Development and Tourism Board
- LCO-20 Six County Commissioners Organization
- LCO-21 Southeastern Utah Association of Governments (excerpts)
- LCO-22 Summit County Board of Commissioners
- LCO-23 Tooele County Commission
- LCO-24 Uintah County Commission
- LCO-25 Utah Association of Counties (Excerpts)
- LCO-26 Utah Weed Control Association
- LCO-27 Washington County Commission
- LCO-28 Washington County Conservancy District
- LCO-29 Wayne County Commission
- LCO-30 Wayne County Water Conservancy District

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INTRODUCTION TO VOLUME VII-A: PUBLIC COMMENTS

Cities (page 187)

- LCI-1 Big Water Municipal Corporation
- LCI-2 City of Blanding
- LCI-3 Castle Dale City
- LCI-4 Town of Escalante
- LCI-5 City of Ferron
- LCI-6 Fountain Green City
- LCI-7 Hildale Town Corporation
- LCI-8 Kanab City
- LCI-9 Orangeville City
- LCI-10 City of St. George
- LCI-11 Washington City

Tribal Governments (page 217)

- T-1 Utah Navajo Tribal Form Letters
- T-2 Utah Navajo Development Council

Congressional Officials (page 227)

- C-1 Congressman David S. Monson
- C-2 Congressman Howard C. Nielson

Utah Legislative Representatives (page 233)

- L-1 Legislative Resolution S.C.R. No. 1
- L-2 Senator Ivan Matheson, Utah State Senate
- L-3 David Adams, Utah State Representative, Grand and San Juan Counties.
- L-4 Lee Allen, Utah State Representative, District 1.
- L-5 W. Robert Phelps, Utah State Representative, District 67.
- L-6 James F. Yardley, Utah State Representative, District 73.

Other Organizations (page 244)

- OR-1 Utah Wilderness Coalition representing the following groups:

American Hiking Society
American Rivers
Arizona Whitewater Association
Arizona Wilderness Coalition
Colorado Environmental Coalition
Defenders of Wildlife
Desert Tortoise Council
Earth Island Institute
Escalante Wilderness Committee
Four Corner's Wilderness Workshop
Friends of the River, Colorado Plateau
Friends of the Earth
Idaho Conservation League
National Parks and Conservation Association
Nevada Outdoor Recreation Association
New Mexico BLM Wilderness Coalition
Northern Utah Canoe and Kayak Club

Project Lighthawk
Sierra Club
Slickrock Country Council
Southern Utah Wilderness Alliance
The Wilderness Society
Uintah Mountain Club
Wasatch Mountain Club

- OR-2 Utah Wilderness Association
- OR-3 Citizens Supporting the Utah Wilderness Coalition (typical letter)
- OR-4 Utah Audubon Society
- OR-5 Utah Native Plant Society
- OR-6 Utah Nature Study Society
- OR-7 Utah Wildlife Federation
- OR-8 The National Outdoor Leadership School
- OR-9 Oklahoma Dirt Riders, Inc. (form letter)
- OR-10 Utah Resident Dirt Bike Riders (typical letter)
- OR-11 Utah Four-wheel Drive Association
- OR-12 Red Rock 4-wheelers
- OR-13 Rocky Mountain Federation of Mineralogical Societies
- OR-14 Utah Cattlemen's Association
- OR-15 Utah Farm Bureau Federation
- OR-16 Utah Trappers Association
- OR-17 Utah Woolgrowers
- OR-18 Celsius Energy Company
- OR-19 Consolidated Coal Company
- OR-20 Exxon Company, U.S.A.
- OR-21 Garkane Power Association
- OR-22 Kaiser Coal
- OR-23 Rocky Mountain Oil and Gas Association, Inc.
- OR-24 Utah International Inc.
- OR-25 Utah Mining Association
- OR-26 Utah Petroleum Association
- OR-27 Utah Power and Light Company
- OR-28 Utah Public Lands Multiple Use Coalition
- OR-29 Citizens for the Consolidated Local Response (typical letter)

Numerous other organizations that commented were considered, but were too numerous to include. Typical pro and con letters are included as examples of the array of commentors.

Selected Letters



CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
F-1.1	23.17	
F-2.1	3.42	
F-2.2	23.17	
F-2.3	3.42	
F-3.1		1.30
F-3.2		29.45, 30.44
F-4.1	15.1, 15.4	
F-4.2	15.1, 15.82	
F-4.3	15.1, 15.37	
F-4.4	15.1, 15.37	
F-4.5		20.29
F-4.8		38.19
F-4.7		41.53
F-4.8		41.40
F-4.9		41.48
F-4.10		44.11
F-4.11		24.32
F-4.12		24.32
F-4.13		33.80
F-4.14		11.18
F-4.15		11.18
F-4.18		72.24
F-4.17		72.25
F-4.18	15.1	
F-5	NO RESPONSE REQUIRED	
F-8.1		29.18, 87.10
F-7.1	23.14	
F-7.2	3.43, 8.4, 23.12	
F-7.3	8.2	
F-7.4	23.13	
F-7.5	24.8, 24.10, 24.14, 24.18, 24.20	
F-7.8	2.34	
F-7.7	23.19, 23.20, 23.21	
F-7.8	3.23, 3.24, 23.15	
F-7.9	8.1, 8.2	
F-7.10	25.15	
F-7.11	18.3	72.11
F-7.12	18.7	
F-7.13	23.14, 23.15	
F-7.14	CHANGES MADE	42.48, 42.82
F-7.15	9.2, 9.5	
F-7.18	25.8	
F-7.17	28.2, 25.21, 28.8	
F-7.18	23.20	
F-7.19		18.20
F-7.20	POSITION NOTED	
F-7.21		19.38
F-7.22		19.11, 20.12
F-7.23	CHANGES MADE	
F-7.24		18.8, 18.10, A.8, D.4, B.5
F-7.25	NOTED	
F-7.26		33.70
F-7.27		31.59, 3.83
F-7.28	NOTED	
F-7.29	NOTED	
F-7.30		38.28
F-7.31		39.19, 39.31, 39.32
F-7.32		50.28

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
F-7.33		51.16
F-7.34		52.18
F-7.35		52.19
F-7.38		53.15
F-7.37		54.14
F-7.38		54.1
F-7.39		54.14
F-7.40		54.17
F-7.41		58.18
F-7.42		H.12
F-7.43		H.9
F-7.44		H.3
F-7.45		H.7
F-7.48		H.10
F-7.47		H.11
F-7.48		H.12
F-7.49	NOTED	
F-7.50		87.30
F-7.51		I.25
F-8.1		24.14, 24.25, 24.26, 24.27, 24.33
F-8.2	10.1, 10.2, 10.3, 9.7, 9.14, 15.41	
F-8.3	2.24	
F-8.4	2.24	
F-8.5	3.1	
F-8.8	15.20	
F-8.7	2.24	
F-8.8	14.13, 14.14	
F-8.9	13.11, 13.12	
F-8.10	IN EIS; 9.7, 9.14	
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F-8.13	2.25	
F-8.14	2.24	
F-8.15	2.24	
F-8.18	2.24	
F-8.17	2.24	
F-8.18	23.30, 23.31, 8.18, 27.2, 8.1	
F-8.19	9.7, 9.14, 15.20, 15.41	
S-1.1	14.17	
S-1.2	8.1	
S-1.3	18.10	
S-1.4	18.1, 24.3, 24.4	
S-1.5	15.12, 15.18	
S-1.8	1.2, 23.4	
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S-1.8	21.5	
S-1.9	21.5	
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S-1.11	21.19, 24.8	
S-1.12	22.3	
S-1.13	19.4	
S-1.14	22.3	
S-1.15	21.8	
S-1.18	21.3	
S-1.17	8.3	
S-1.18	8.2	

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C	Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
S-1.19	6.2		S-1.76		6.1
S-1.20	6.1		S-1.79		6.11
S-1.21	26.1		S-1.80		6.13
S-1.22	3.43		S-1.81		6.16
S-1.23	3.17, 3.5		S-1.82		9.13
S-1.24	6.2, 3.5		S-1.83		9.15
S-1.25	14.6		S-1.84		10.11
S-1.26	4.4		S-1.85		10.15
S-1.27	25.20		S-1.86		10.16
S-1.28	3.29		S-1.87		11.3
S-1.29	3.20		S-1.88		11.15
S-1.30	3.6		S-1.89		11.6
S-1.31		4.17	S-1.90		11.14
S-1.32	2.7		S-1.91	20.5	
S-1.33	22.6		S-1.92		12.1
S-1.34	16.6		S-1.93		12.10
S-1.35	3.34		S-1.94		12.11
S-1.36	3.34		S-1.95		12.22
S-1.37	3.10		S-1.96		13.5
S-1.38	21.5		S-1.97		13.11
S-1.39		4.16	S-1.98		14.12
S-1.40	25.14		S-1.99		16.15
S-1.41	6.6		S-1.100		16.24
S-1.42	6.6		S-1.101		16.5
S-1.43	6.6		S-1.102		16.4
S-1.44	15.15		S-1.103		19.4
S-1.45	15.4		S-1.104		19.5
S-1.46	11.2		S-1.105		19.32
S-1.47	13.9		S-1.106		20.3
S-1.48	13.7		S-1.107		21.17
S-1.49		1.9	S-1.108		21.11
S-1.50		1.15	S-1.109		21.7
S-1.51		1.24	S-1.110		22.9
S-1.52		1.25	S-1.111		22.26
S-1.53		2.24	S-1.112		22.14
S-1.54		2.25	S-1.113		22.6
S-1.55		2.20	S-1.114		23.16
S-1.56		2.21	S-1.115		24.7
S-1.57		3.26	S-1.116		24.6
S-1.58		3.7	S-1.117		24.24
S-1.59		3.6	S-1.118		24.53
S-1.60		3.9	S-1.119		24.51
S-1.61		3.26	S-1.120		24.36
S-1.62		3.27	S-1.121		25.10
S-1.63		4.16	S-1.122		25.11
S-1.64		4.24	S-1.123		25.12
S-1.65		4.15	S-1.124		25.16
S-1.66		4.10	S-1.125	20.5	
S-1.67		4.25	S-1.126		26.56
S-1.68		5.7	S-1.127		26.59
S-1.69		5.11	S-1.128		26.57
S-1.70		6.30	S-1.129		26.5
S-1.71		6.17	S-1.130		26.60
S-1.72		66.24	S-1.131		26.22
S-1.73		6.26	S-1.132		26.36
S-1.74		7.14	S-1.133		26.40
S-1.75		7.11	S-1.134		26.47
S-1.76		7.16	S-1.135		26.43
S-1.77		7.19	S-1.136		26.33

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C	Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
S-1.137		26.21	S-1.196		40.40
S-1.138		27.34	S-1.197		40.40
S-1.139		26.36	S-1.196		41.67
S-1.140		26.37	S-1.199		41.43
S-1.141		26.38	S-1.200		41.56
S-1.142		29.52	S-1.201		41.60
S-1.143		29.53	S-1.202		42.7
S-1.144		29.32	S-1.203		42.63
S-1.145		30.22	S-1.204		42.30
S-1.146		30.23	S-1.205		42.31
S-1.147		30.29	S-1.206		43.7
S-1.148		30.36	S-1.207		43.8
S-1.149		31.12	S-1.206		43.9
S-1.150		31.13	S-1.209		44.9
S-1.151		31.46	S-1.210		44.10
S-1.152		31.39	S-1.211		45.9
S-1.153		31.41	S-1.212		45.13
S-1.154		31.47	S-1.213		46.6
S-1.155		32.34	S-1.214		46.18
S-1.156		32.9	S-1.215		47.40
S-1.157		33.19	S-1.216		47.24
S-1.156		33.36	S-1.217		49.6
S-1.159		33.43	S-1.216		49.6
S-1.160		33.47	S-1.219		49.7
S-1.161		34.9	S-1.220		50.24
S-1.162		34.16	S-1.221		51.16
S-1.163		35.56	S-1.222		51.6
S-1.164		35.23	S-1.223		52.3, 52.4
S-1.165		35.63	S-1.224	6.3	
S-1.166		35.64	S-1.225		52.9
S-1.167		35.65	S-1.226		53.9
S-1.166		35.61	S-1.227		54.9
S-1.169		35.88	S-1.228		55.28
S-1.170		A.9	S-1.229		55.13
S-1.171		A.3	S-1.230		56.31
S-1.172		A.5	S-1.231		56.21
S-1.173		A.8	S-1.232		63.60, 64.63
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S-1.179		E.3	S-1.237		60.38
S-1.180		F.5	S-1.238		60.37
S-1.181		F.6	S-1.239		80.35
S-1.182		38.8	S-1.240		80.33
S-1.183		36.8	S-1.241		61.12
S-1.184		38.7	S-1.242		81.23
S-1.185		36.15	S-1.243		62.9
S-1.186		36.24	S-1.244		62.48
S-1.167		36.25	S-1.245		82.21
S-1.186		36.24, 36.25	S-1.246		82.18
S-1.169		37.20	S-1.247		62.25
S-1.190		37.21	S-1.248		63.27
S-1.191		38.16	S-1.249		62.45
S-1.192		36.19	S-1.250		82.42
S-1.193		39.17	S-1.251		63.14
S-1.194		39.16	S-1.252		83.29
S-1.195		40.60	S-1.253		63.30

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C	Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
S-1.254		63.38	S-1.313		19.10
S-1.255		63.38	S-1.314		21.4
S-1.258		84.80	S-1.315		28.13
S-1.257		64.39	S-1.318		31.5
S-1.258		64.40	S-1.317		33.31
S-1.259		66.65	S-1.316		34.13
S-1.280		66.43	S-1.319		35.48
S-1.261		66.66	S-1.320		28.5
S-1.262		66.83	S-1.321		30.43
S-1.283		88.27	S-1.322		29.24
S-1.264		66.84	S-1.323		27.27
S-1.265		66.44	S-1.324		32.20
S-1.288		66.47	S-1.325		38.23
S-1.267		66.48	S-1.326		41.10
S-1.268		87.13	S-1.327		44.5
S-1.269		87.20	S-1.328		39.7
S-1.270		87.21	S-1.329		38.12
S-1.271		68.36	S-1.330		37.8
S-1.272		68.37	S-1.331		43.1
S-1.273		68.16	S-1.332		G.18
S-1.274		68.28	S-1.333		42.2
S-1.275		68.30	S-1.334		40.12
S-1.276		68.36	S-1.335		51.18
S-1.277		69.63	S-1.336		48.33
S-1.278		70.42	S-1.337		47.39
S-1.279		70.18	S-1.338		48.32
S-1.280		70.19	S-1.339		49.22
S-1.281		70.33	S-1.340		50.38
S-1.282		71.34	S-1.341		52.21
S-1.283		71.35	S-1.342		53.16
S-1.284		71.51	S-1.343		56.29
S-1.285		72.23	S-1.344		54.19
S-1.286		72.15	S-1.345		55.22
S-1.287		72.9	S-1.346		H.13
S-1.288		57.15	S-1.347		45.10
S-1.289		57.18	S-1.348		56.20
S-1.290		57.29	S-1.349		57.26
S-1.291		H.14	S-1.350		59.46
S-1.292		H.4	S-1.351		84.76
S-1.293		7.2	S-1.352		83.61
S-1.294		9.10	S-1.353		60.30
S-1.295		2.28	S-1.354		62.47
S-1.296		1.11	S-1.355		61.41
S-1.297		3.5	S-1.358		88.34
S-1.298		5.1	S-1.357		72.14
S-1.299		6.12	S-1.358		73.7
S-1.300		11.5	S-1.359		65.13
S-1.301		4.16	S-1.360		67.16
S-1.302		8.8	S-1.381		66.42
S-1.303		10.9	S-1.362		69.53
S-1.304		15.2, 17.2, A.1, C.6, E.1, D.1	S-1.363		70.40
S-1.305		22.7	S-1.384		71.62
S-1.306		25.7	S-1.365		1.24
S-1.307		14.11	S-2.1	3.34	
S-1.308		20.11	S-3.1	14.15	
S-1.309		23.7	S-3.2	14.25	
S-1.310		24.22	S-3.3	14.24	
S-1.311		13.7	S-3.4	14.18, 1.12	
S-1.312		12.9	S-3.5	14.5	

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
S-3.6	14.6	
S-4.1	4.4	
S-5.1	1.1	
LCO-1.1	1.2	
LCO-1.2	1.2, 8.1	
LCO-1.3	1.1, 8.1	
LCO-1.4	1.1, 1.2, 24.8	
LCO-1.5	1.2, 1.1	
LCO-1.6	1.2	
LCO-1.7	1.1, 1.2	
LCO-1.6	4.2	
LCO-1.9	14.5	
LCO-1.10	14.3	
LCO-1.11	14.5	
LCO-1.12	14.5	
LCO-1.13	7.1, 2.26	
LCO-1.14	7.1	
LCO-1.15	16.1, 24.3	
LCO-1.16	24.3	
LCO-1.17	10.2	
LCO-1.16	3.24	
LCO-1.19	3.13	
LCO-1.20	3.3, 7.1	
LCO-1.21	10.1	
LCO-1.22	8.1	
LCO-1.23	1.4	
LCO-1.24	1.1, 1.2	
LCO-1.25	1.4	
LCO-1.26	1.1	
LCO-1.27	1.1	
LCO-1.28	15.12, 24.19, 1.1	
LCO-2.1	4.2, 24.20	
LCO-2.2	2.21	
LCO-3.1	1.1	
LCO-4.1	1.1	
LCO-4.2	14.2	
LCO-4.3	7.1	
LCO-4.4	10.3	
LCO-4.5	1.6	
LCO-4.6	24.20	
LCO-4.7	18.1	
LCO-4.8	2.6, 22.3	
LCO-4.9	3.13	
LCO-4.10	14.13	
LCO-4.11	23.4	
LCO-4.12		63.1
LCO-4.13	2.32	
LCO-4.14	2.21, 23.4	
LCO-5.1	1.1, 24.3, 2.21	
LCO-5.2	1.6, 1.7	
LCO-5.3	1.8	
LCO-5.4	18.1, 24.3	
LCO-5.5	10.1, 10.3, 10.5	
LCO-5.6	24.20	
LCO-5.7	24.13	
LCO-5.8	18.1	
LCO-5.9	10.3	
LCO-5.10	14.2	
LCO-5.11	1.1., 8.10	

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
LCO-8.1	24.10	
LCO-6.2	15.1	
LCO-6.3	10.3, 14.6, 14.16	
LCO-6.4	24.10, 24.19	
LCO-7.1	14.9	
LCO-6.1	1.1, 1.6	
LCO-9.1		38.31
LCO-9.2		36.4
LCO-9.3		38.28
LCO-9.4	1.6, 1.7	
LCO-9.5	2.21	
LCO-10.1	9.2	
LCO-10.2	22.3	
LCO-10.3		30.25
LCO-10.4	2.21	
LCO-10.5	23.6	
LCO-10.6		31.27
LCO-10.7	2.21, 15.24	
LCO-10.8	2.21	31.37
LCO-10.9	1.1	
LCO-10.10	1.7, 18.1	
LCO-10.11	4.1, 4.2	
LCO-10.12	18.1	
LCO-10.13	16.2	
LCO-10.14	2.21	
LCO-11.1	1.1	
LCO-12.1		3.13
LCO-12.2	14.3	
LCO-12.3	7.1	
LCO-12.4	3.3	
LCO-12.5	7.1	
LCO-12.6	15.22, 15.24	
LCO-12.7	18.1	
LCO-13.1		9.12
LCO-13.2		9.23
LCO-13.3	15.1	9.21
LCO-14.1	23.4	
LCO-14.2	2.6	
LCO-15.1	1.1, 3.1	
LCO-15.2	3.1	
LCO-15.3	3.10, 3.14	
LCO-15.4	1.13	
LCO-15.5	1.1	
LCO-16.1	6.10	
LCO-17.1	24.20	
LCO-17.2	24.10	
LCO-17.3	15.1, 15.6	
LCO-17.4	24.15	
LCO-17.5	2.21	
LCO-18.1	1.3	
LCO-19.1	24.8, 24.20	
LCO-19.2		48.28
LCO-20.1	24.13	
LCO-20.2	7.1	
LCO-20.3	10.2	
LCO-21.1	24.4	
LCO-21.2	24.10, 24.20	
LCO-21.3	1.6	
LCO-21.4	15.1	

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
LCO-21.5	15.42	
LCO-21.6	15.65	
LCO-21.7	15.1	
LCO-21.8	2.33	
LCO-21.9	24.19	
LCO-21.10	15.56	
LCO-21.11	3.13	
LCO-22.1	1.2	
LCO-22.2	7.1	
LCO-22.3	14.3	
LCO-23.1	2.20, 2.21, 9.2	
LCO-23.2	7.1, 23.7	
LCO-23.3	2.11	
LCO-24.1	3.1	
LCO-24.2	14.2	
LCO-24.3	2.26	
LCO-24.4		1.25
LCO-24.5		1.7, 1.25
LCO-24.8		73.7
LCO-25.1	2.32, 24.10	
LCO-25.2	14.2	
LCO-25.3	14.18, 23.4	
LCO-26.1	1.8, 1.7, 3.8	
LCO-26.2	1.8, 1.7, 3.8	
LCO-26.3	1.8, 1.7, 3.8	
LCO-26.4	1.8, 1.7, 3.8	
LCO-26.5	1.6, 1.7, 3.8	
LCO-26.6	1.6, 1.7, 3.8	
LCO-27.1		13.8
LCO-27.2		14.5
LCO-27.3		20.21
LCO-27.4		C.6
LCO-27.5		A.1
LCO-27.6		E.1
LCO-27.7		F.2
LCO-27.8		D.1
LCO-27.9		15.2
LCO-27.10	1.2	
LCO-28.1	1.1, 14.1, 14.2	
LCO-28.2		19.13
LCO-28.3	14.11	
LCO-28.4		19.17
LCO-28.5		19.23
LCO-28.8		19.22
LCO-28.7		19.21
LCO-28.8	3.13	
LCO-28.9		19.35
LCO-28.10	14.18, 24.14	
LCO-28.11		19.12
LCO-28.12		19.37
LCO-28.13		17.2
LCO-28.14		17.2
LCO-28.15	14.12	
LCO-28.18	14.21	
LCO-28.17	14.18	
LCO-28.18	14.18	
LCO-28.19	14.5	
LCO-29.1	1.2, 1.3, 21.15	
LCO-29.2	1.1	

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
LCO-29.3	1.2	
LCO-30.1	14.7	
LCO-30.2	24.20	
LCO-30.3	14.5, 14.8, 14.7	38.18
LCO-30.4		38.13, 41.35
LCO-30.5		G.8
LCO-30.8	1.1, 24.14	
LCI-1.1	2.22, 2.23	
LCI-2.1	8.1, 24.15	
LCI-2.2	16.7	
LCI-2.3	24.17	
LCI-2.4		49.18
LCI-2.5	1.1	
LCI-3.1	1.1	
LCI-3.2	1.1	
LCI-3.3	1.3	
LCI-3.4		83.58
LCI-3.5		63.58
LCI-3.6	1.1, 24.1, 21.14	
LCI-4.1	1.1, 1.3, 2.19	
LCI-5.1	14.8, 14.18	
LCI-5.2	24.13, 24.20	
LCI-8.1	24.9, 24.10	
LCI-8.2	16.10	
LCI-7.1		20.8
LCI-7.2		20.8
LCI-7.3		20.8
LCI-7.4		20.8
LCI-8.1	1.1, 1.2	
LCI-8.2	1.1	
LCI-8.3	1.1	
LCI-8.4	24.20, 24.14	
LCI-9.1	14.8, 14.18	
LCI-9.2	1.1	
LCI-9.3	1.2	
LCI-9.4	1.1, 3.13, 22.9	
LCI-10.1		14.4
LCI-10.2	14.8, 14.18	
LCI-11.1		14.9, 13.8
LCI-11.2		C.1, D.1
T-1.1	1.2, 1.10	47.28, 47.27
T-1.2	APPENDIX 1	
T-1.3	24.14, 24.15	
T-1.4	2.21	
T-1.5	24.1	
T-2.1	1.2	
T-2.2		47.28, 47.27
T-2.3	2.21, 24.1	
C-1.1	1.2	
C-1.2	1.1	
C-2.1	1.1, 8.9	
C-2.2	4.1	
C-2.3	14.3, 7.1, 10.3	
C-2.4	15.12, 15.18, 15.43, 15.53	
C-2.5	18.1, 24.3	
C-2.8	8.1	
C-2.7	2.20	
OR-1.1	3.7, 3.1	

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
OR-1.2	3.7	
OR-1.3	5.1	
OR-1.4	2.25, 2.26	
OR-1.5	2.18	
OR-1.6	2.32	
OR-1.7	3.7	
OR-1.8	22.1, 24.12	
OR-1.9	8.24	
OR-1.10	24.8	
OR-1.11	3.8	
OR-1.12	3.8	
OR-1.13	3.8, 24.20	
OR-1.14	8.1	
OR-1.15	8.23	
OR-1.16	15.54, 15.1	
L-1.1	6.1	
L-2.1	24.9	
L-2.2	6.1	
L-2.3	14.5	
L-2.4	6.2	
L-3.1	1.1	
L-3.2	1.1, 2.21	
L-3.3	1.1, 24.8	
L-3.4	1.1, 1.2	
L-3.5	3.1, 2.32	
L-3.8	6.1	
L-4.1	1.1	
L-4.2	1.1	
L-5.1	1.1, 21.8	
L-6.1	1.1	
L-8.2	1.2	
OR-1.17	15.3	55.9, 56.19, 57.12
OR-1.18	24.8	
OR-1.19	2.32, 3.39	
OR-1.20	8.18	
OR-1.21	15.41	
OR-1.22	4.3	
OR-1.23	5.1	
OR-1.24	2.32	
OR-1.25	2.5	
OR-1.26	2.26	
OR-1.27	9.8	
OR-1.28	8.11	
OR-1.29	2.1	
OR-1.30	2.1	
OR-1.31	2.5	
OR-1.32	3.5, 3.8	
OR-1.33	2.26	
OR-1.34	2.10	
OR-1.35	2.5	
OR-1.36	2.5	
OR-1.37	22.1	
OR-1.38	2.5	
OR-1.39	8.3	
OR-1.40	3.11, 8.3	
OR-1.41	15.16	
OR-1.42	9.10	
OR-1.43	9.10	
OR-1.44	3.3	

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
OR-1.45	3.9	
OR-1.46	9.14	
OR-1.47	22.1, 22.10	
OR-1.48	9.9	
OR-1.49	9.9	
OR-1.50	2.20	
OR-1.51	9.18	
OR-1.52	8.2	
OR-1.53	3.1, 3.7	
OR-1.54	3.8, 3.19, 3.8, 3.20	
OR-1.55	3.7	
OR-1.56	3.38	
OR-1.57	24.18, 24.21	
OR-1.58	2.28	
OR-1.59	1.13, 3.20, 9.14, 22.4	
OR-1.60	8.18	
OR-1.61	5.1	
OR-1.62	4.3	
OR-1.63	23.10	
OR-1.64	2.7	
OR-1.65	3.1, 3.2	
OR-1.66	15.1	
OR-1.67	15.41	
OR-1.68	15.40	41.23
OR-1.69	15.40	31.40
OR-1.70		41.38
OR-1.71	15.40	
OR-1.72	15.45	
OR-1.73	15.44	
OR-1.74	15.48	
OR-1.75		88.15, 70.17, 71.34, 89.28
OR-1.76	15.44, 15.58	
OR-1.77	15.58	
OR-1.78	15.43	
OR-1.79	15.54	
OR-1.80	15.54	
OR-1.81	15.3	55.11, 58.19, 57.12
OR-1.82	15.38	
OR-1.83	15.38	
OR-1.84	15.37, 15.18	
OR-1.85	3.37	
OR-1.88	15.34	
OR-1.87	15.33	
OR-1.88	15.20	
OR-1.89	8.3	
OR-1.90	15.49	58.20
OR-1.91	24.20	
OR-1.92	24.20	
OR-1.93	24.20	
OR-1.94	24.8, 24.17	45.19
OR-1.95	24.20	
OR-1.96	24.8	
OR-1.97	24.12	
OR-1.98	24.4	
OR-1.99	24.4	
OR-1.100	18.5	
OR-1.101	18.3	
OR-1.102	20.1	
OR-1.103	20.4	

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C	Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
OR-1.104	20.1		OR-2.45		63.46
OR-1.105	2.24, 2.26		OR-2.46	3.17	
OR-1.106	2.26		OR-2.47	22.1, 2.24	
OR-1.107	9.6		OR-2.48	22.3	
OR-1.108	15.6, 15.38		OR-2.49	20.1	
OR-1.109	15.20		OR-2.50	20.3	
OR-1.110	15.37		OR-2.51	20.2	
OR-1.111	15.41		OR-2.52	20.3	
OR-1.112	15.45, 15.44		OR-2.53	24.20	
OR-1.113	15.37		OR-2.54	24.20	
OR-1.114	15.20, 15.33		OR-2.55	24.17, 24.20	
OR-1.115	8.1		OR-2.56	24.5	
OR-1.118	6.1		OR-2.57		66.60
OR-1.117	6.1		OR-2.58	6.1, 8.3	
OR-1.116		31.4, 31.14, 31.63	OR-2.59	3.5	
OR-2.1	8.3		OR-2.60	14.1, 14.2	
OR-2.2	6.13		OR-3.1	1.1	
OR-2.3	16.1		OR-4.1	18.2, 16.3	
OR-2.4	16.2		OR-4.2	16.4, 16.5	
OR-2.5	16.7		OR-5.1	13.3	
OR-2.6	16.6		OR-5.2	13.4	
OR-2.7	18.4	70.31	OR-5.3	13.7	
OR-2.6	16.3		OR-5.4	13.5	60.9, 84.23, 63.16
OR-2.9	16.5		OR-5.5	13.2	
OR-2.10	18.1, 18.2		OR-5.6	13.2, 13.10	
OR-2.11	16.2		OR-5.7	13.2, 13.6, 13.10	
OR-2.12	13.1		OR-5.8	13.2, 13.6, 13.10	
OR-2.13	13.4, 13.12, 13.14		OR-5.9	13.2, 13.6, 13.10	
OR-2.14	13.7		OR-5.10	13.12	
OR-2.15	13.3		OR-6.1	22.1, 22.33, 23.21	
OR-2.16	13.10, 13.2		OR-6.2	16.6	
OR-2.17	13.6		OR-8.3	5.4	
OR-2.16	13.1		OR-6.4	23.10	
OR-2.19	16.1		OR-8.5	7.1	
OR-2.20	16.5		OR-8.8		9.1
OR-2.21	18.4		OR-6.7		3.3
OR-2.22	16.4		OR-6.6	3.7, 3.29	
OR-2.23	24.5		OR-7.1	16.2	
OR-2.24	24.5		OR-7.2	8.8, 16.7	
OR-2.25	16.4		OR-7.3	18.7	
OR-2.26	18.8		OR-7.4		56.32
OR-2.27	18.7		OR-7.5		66.71
OR-2.28	16.2		OR-7.8		66.72
OR-2.29	18.4		OR-7.7	1.1, 16.7	
OR-2.30	18.10		OR-6.1	1.1	
OR-2.31		87.17	OR-8.2	24.8	
OR-2.32	15.50		OR-8.3	2.11	
OR-2.33	15.35		OR-9.1	1.1, 1.2, 21.1	
OR-2.34	15.9		OR-10.1	1.1, 1.2, 21.1	
OR-2.35	15.11		OR-11.1	21.1, 1.3	
OR-2.38	15.84		OR-11.2	24.18	
OR-2.37	15.1		OR-11.3	21.1	
OR-2.36	15.62		OR-11.4	21.1	
OR-2.39	15.82		OR-11.5	1.3, 6.19, 21.1	
OR-2.40	15.25		OR-12.1		55.18
OR-2.41	14.4		OR-12.2		55.16
OR-2.42	14.2		OR-12.3		55.14
OR-2.43	18.19		OR-12.4		55.17
OR-2.44	22.3		OR-12.5		55.15

CROSS REFERENCE OF COMMENT LETTERS TO COMMENT RESPONSES

Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
OR-12.6		55.26
OR-12.7		55.16
OR-13.1	1.1, 1.2, 1.3	
OR-13.2	8.10	
OR-13.3	1.14	
OR-13.4	6.1	
OR-13.5	1.14	
OR-13.6	2.28	
OR-13.7	1.3, 1.14	
OR-14.1	1.1	
OR-14.2	12.5	
OR-14.3	1.7	
OR-15.1	24.4	
OR-15.2	16.1, 16.4	
OR-15.3	1.5	
OR-15.4	1.6	
OR-15.5	16.1, 16.4	
OR-15.6	16.7	
OR-15.7	14.1	
OR-15.8	6.1, 16.3	
OR-15.9	3.34	
OR-15.10	24.3	
OR-15.11	2.19	
OR-15.12	1.2	
OR-16.1	1.5, 16.10	
OR-16.2	1.7	
OR-16.3	1.5, 1.7, 16.10	
OR-18.4	24.1	
OR-16.5	1.2, 16.16	
OR-17.1	16.10	
OR-17.2	14.6	
OR-17.3	14.16	
OR-17.4	1.13	
OR-17.5	24.17	
OR-17.6	1.3	
OR-16.1	15.1	
OR-16.2	15.1	
OR-16.3	15.1	
OR-18.4	15.60	
OR-16.5	15.61	
OR-16.6	1.2, 15.53, 15.63	
OR-16.7	15.61	
OR-16.8	21.9	
OR-19.1	10.3	
OR-19.2	14.23	
OR-19.3	14.23	
OR-19.4	14.23	
OR-19.5		
OR-19.6	3.13	
OR-20.1	15.1	
OR-20.2	15.1	66.42
OR-20.3	15.1	
OR-20.4	15.5	
OR-20.5	15.7	
OR-21.1	23.1	
OR-21.2	23.1	
OR-21.3	23.1	
OR-21.4	1.2	66.38
OR-22.1	15.44, 15.45	66.37

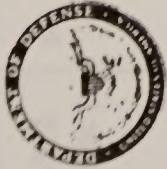
Number on Comment Letter	Number of General Comment Response(s) Found In Volume VII-B	Number of Specific Comment Response(s) Found In Volume VII-C
OR-22.2		67.11
OR-22.3		87.27
OR-22.4		66.36
OR-23.1	2.17	
OR-23.2	15.53	
OR-23.3	15.1	
OR-23.4	15.1, 15.2	
OR-23.5	15.8, 15.56	
OR-23.6	1.2	
OR-23.7	6.9	
OR-23.8	10.3	
OR-23.9	14.2, 14.5	
OR-23.10	15.53	
OR-23.11	8.17	
OR-23.12	3.1	
OR-23.13	8.16	
OR-23.14	15.1, 15.2	
OR-23.15	15.61	
OR-23.16	8.9	
OR-23.17	10.3	
OR-23.18	14.2	
OR-24.1	15.53, 15.56	
OR-24.2	15.65	
OR-24.3	15.53	
OR-24.4	15.53	1.20
OR-24.5		3.20
OR-24.6	4.14	
OR-24.7		6.20
OR-24.8		7.9
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FEDERAL AGENCIES

COMMENT LETTER F-1



DEPARTMENT OF THE AIR FORCE
AIR FORCE REGIONAL CIVIL ENGINEER CENTRAL REGION
1114 COMMENCE STREET
DALLAS, TEXAS 75242

11 MAR 1986

Mr. Roland Robison, State Director
Utah State Office
324 South State Street
Salt Lake City, Utah 84111-2303

Dear Mr. Robison

Thank you for allowing us the opportunity to review the Utah BLM Statewide Wilderness Draft Environmental Impact Statement.

We continue to express our support of the BLM in developing functional management plans for lands under its control. The Air Force concern for these management issues contains the need to retain use of existing and the establishment of future military flight training areas and routes which may traverse these areas.

F-1.1

Currently several Air Force air operations including instrument flight training routes traverse a portion of the study area. Specifically, the western one-half of the state. Although flight training areas, routes, and airspace requirements of the military are subject to change and do change frequently, it is not anticipated that new routes will be established in the immediate future.

Mission requirements, fuel costs and environmental constraints determine the decision to locate military training activities. Because of general aviation and population pressures, low level high speed flights are relegated to areas which are least accessible and sparsely inhabited. Therefore, we request that you give full consideration to how planning and management decisions made by your agency may adversely affect or restrict use of low altitude airspace by the military. The Air Force position on this matter is based on the high training and readiness values rendered by use of this low altitude airspace.

We are aware of your fire suppression activities requiring the use of aircraft, therefore, our flight crews are cautioned to remain alert for your fire suppression activities especially during the normal fire season and they are directed to avoid such activity by at least 5 nautical (5.76 statute) miles.

We are hopeful this information is useful in your planning. If additional information is needed, our staff point of contact is Mr. Raymond Bruntmyer, (214) 653-3341, or FTS 760-1341.

Sincerely

Don Michael

DON MICHAEL BRADFORD, Major, USAF
Director, Environmental Planning Division

CY to: HQ USAF/LFEV
AFRC-WR/ROV

COMMENT LETTER F-2



DEPARTMENT OF THE AIR FORCE
6501ST RANGE SQUADRON (AFSC)
HILL AIR FORCE BASE, UTAH 84056-5000

REPLY TO
ATTN OF

6501st RS/TIR

14 AUG 1986

Utah BLM Statewide Wilderness Draft Environmental Impact Statement

SUBJECT:

Dr. Gregory F. Thayne, EIS Team Leader
Bureau of Land Management
Utah State Office
324 South State, Suite 301
Salt Lake City, Utah 84111-2303

F-2.1

1. The Commander of the 6501st Ranges (RS) is the manager for the Utah Test and Training Range (UTTR). The UTTR for the purpose of clarity includes:

- Restricted Areas; R6402A-B, R6404A-B-C, R6405, R6406A-B, and R6407.
- Military Operating Areas; Lucin A-B-C, Sevier A-B, and Gandy.
- Instrument and Visual Training Routes; IR418, IR420, IR261, IR265, VR 1422, VR 1423, VR 1445, and VR 1446.
- Supersonic Area within R6405, R6406, R6407, and Gandy.

This letter constitutes the official response of the 6501st RS to the Environmental Impact Statement (EIS), Utah BLM Statewide Wilderness Draft.

2. The 6501st RS takes no position as to whether areas identified in the draft proposal should be designated wilderness areas. There are however certain requirements that must be satisfied for the wilderness areas and the UTTR to co-exist. As stated throughout Volume II (West Central Region) of the draft EIS high speed low altitude (100 feet above ground level) flights will continue with or without designated wilderness areas. The impact (sight and sound) is adequately identified within the draft EIS. Per Headquarters, United States Air Force policy, the 6501st RS will not negotiate nor sign any agreement to avoid the proposed wilderness areas listed below.

- North Stansbury Mountains WSA
- Cedar Mountains WSA
- Deep Creek Mountains WSA
- Fish Springs WSA
- Swasey Mountains WSA
- Howell Peak WSA
- Conger Mountain WSA

COMMENT LETTER F-2

- h. Notch Peak WSA
- i. King Top WSA
- j. Wah Wah Mountains WSA

F-2.1
(cont.)

3. Communication sites as referred to in Chapter 3, Page 100 of the EIS, Volume I are not identified in the EIS Volume II. The 6501st RS has a requirement to strategically locate microwave radio and other data collection and transmission devices in proximity to the airspace within the UTR. At present the 6501st RS has in excess of 100 of these sites located both on DOD and non DOD land. Many of these sites are located on BLM controlled land, some are located in proposed wilderness areas. (See Atch 1, map) These sites, in their current location and other locations in the future are critical to the success of advanced defense testing at the UTR. It is imperative the 6501st RS be allowed to retain these sites and or construct future sites within the proposed wilderness areas identified in 2a through 2j. The 6501st RS recommends authority for these sites be included in the final EIS. The 6501st RS further recommends that existing agreements between the 6501st RS and the Salt Lake BLM Area Office and the Richfield BLM Area Office be upgraded immediately to reflect and protect the interests of both agencies. Where no official agreement exists preparation and discussion should proceed as soon as possible. The BLM can be assured the 6501st RS will construct or maintain sites that cause no damage to soil or alter plant life. Where necessary sites will be serviced from helicopter eliminating the need for road construction. VNM rules as they apply to color schemes and continuity will be followed.

F-2.2

4. The UTR is a one-of-a-kind complex, it cannot be duplicated anywhere at any price. Missions conducted on the UTR include defense programs Presi- dentially directed as top national priority. The ability to provide such a unique complex for military testing must not be compromised. It is possible to protect the interest of the BLM and preserve the UTR as a national asset. The 6501st RS advocates the recommendations set forth in this response be included and made a matter of policy in the final EIS.

F-2.3

Brian O'Hara
BRIAN O'HARA, Lt Col, USAF
Commander

1 Atch
Map

cc: 6545th/OC
HQ USAF/XOORF
HQ AFSC/SIFJ
299 RCS/OC

COMMENT LETTER F-3

United States
Department of
Agriculture

Forest
Service

Intermountain
Region

1950

AUG 13 1986

Dr. Gregory F. Thayne
Wilderness EIS Team Leader
Utah State Office
Bureau of Land Management
324 South State Street, Suite 301
Salt Lake City, Utah 84111

Dear Dr. Thayne:

We appreciate your extension of the public review period. It allowed more time for our staff to review the Utah wilderness study documents. We have the following comments:

We find the preferred alternative to be very compatible with our recently completed Forest Land and Resource Management Plans. Management direction for National Forest System lands adjacent to the Bureau of Land Management wilderness study area, is as follows:

F-3.1

"Manage lands in the Onaqui Peak area to protect their roadless characteristics and other values associated with the adjacent Bureau of Land Management wilderness study area to the north."

Map 5 from the Forest Plan, entitled "Recreation Opportunity Spectrum," shows about 3,500 acres near Onaqui Peak to be managed in a semiprimitive nonmotorized condition. This determination was made as a result of a joint field analysis in 1982 between the Bureau of Land Management District Manager and Forest Supervisor in conjunction with appropriate staff from each office.

We believe the Forest Service-Bureau of Land Management boundary to be an illogical boundary for wilderness management. The Forest Plan, as it was developed through the NEPA process, left open the option to consider the Onaqui Peak area for wilderness should the Bureau of Land Management contiguous lands be designated wilderness. These lands will be managed as described above until an appropriate wilderness boundary is designated.

The Dixie National Forest concurs with the proposed wilderness in areas 29 and 30 and also with the recommendation to not propose wilderness in areas 12, 22, 23, 24, and 32. The following are comments on the DEIS Volume III, Part B, regarding the Phipps-Death Hollow ISA complex.

F-3.2

Page 17, last paragraph. There is no trailhead at the top of Death Hollow. Hikers are presently parking along the Hells Backbone Road and making their way down through Death Hollow. This is dangerous as there are steep talus slopes and cliffs to make their way over.



F-3.2
(cont.)

Dr. Gregory F. Thayne

"Page 18. Solitude. The document states that 16% of the area is along streams. It is likely that 95% of the use will take place along the streams. Will the capacity of the area be based on the area along the streams, or is there a plan to disperse the users?"

"Page 22. No Action Alternative. The development of oil and gas inside the Phipps-Death Hollow would effect the existing Box-Death Hollow Wilderness as access would likely occur across the Box-Death Hollow Wilderness."

Again, we appreciate the opportunity to examine more closely your Utah wilderness study. We applaud the scope and depth of your study and commend you for your efforts. We hope that future management planning for Utah wildernesses can go forward on a more nearly concurrent basis.

Sincerely,

Carl A. Radner
for J. S. Tiller
 Regional Forester



United States Department of the Interior
 BUREAU OF MINES

P. O. BOX 25086
 BUILDING 20, DENVER FEDERAL CENTER
 DENVER, COLORADO 80225

Intermountain Field Operations Center

May 16, 1986

Memorandum

To: Dr. Gregory F. Thayne, EIS Team Leader, Wilderness Studies (U-933), Bureau of Land Management, Utah State Office, 324 South State Street, Suite 301, Salt Lake City, UT 84111-2303

From: Chief, Intermountain Field Operations Center

Subject: Review of Utah Statewide Wilderness Draft Environmental Impact Statement (Int. No. DES 86-1)

Personnel of the Bureau of Mines (BOM) have reviewed the subject document to determine whether mineral resources and mining activities are adequately addressed. Six volumes comprise the draft environmental impact statement (DEIS). Volume I is a statewide overview. Volumes II through VI provide individual analyses of 82 study areas that were evaluated for wilderness recommendation. The document reports 1,892,402 acres of public land in 58 study areas suitable for wilderness recommendation and 1,338,925 acres unsuitable.

F-4.1

A footnote to the Mineral and Energy Resources Summary for each wilderness study area (WSA) should be clarified. The "c" rating is defined in each summary as indicating the certainty that a resource exists within a WSA. In Appendix 5 (DEIS p. 325, Vol. I) the "c" rating is described as the certainty with which a favorability projection ("f" rating) is made. The former definition is misleading when a low favorability rating (e.g., fl) and a high certainty rating (e.g., c4) are used together. This flc4 combination indicates, according to the footnote in each summary, low geologic favorability for a resource and a high degree of certainty that the resource exists within the WSA. The latter definition would enable a reader to correctly interpret the flc4 combination as meaning the low favorability rating was assigned with great confidence by those who interpreted the minerals data.

F-4.2

The approach used to evaluate minerals data and assess resources/reserves that would be forgone should each study area be designated as wilderness is excellent. Data upon which the assessments were made, however, largely were derived from a 1982 literature review by Science Applications, Inc. (SAI). Several relevant studies, many including field evaluations, have been completed since 1982. In general, findings of these studies agree with the conclusions reached by SAI and described in the DEIS. Findings not in agreement with the DEIS are discussed below. We recommend that the more recent data be included in subsequent versions of the document.

F-4.3

A statewide study of wilderness lands in Utah (Molenaar and Others, USGS Map I-1545, 1983) indicates petroleum potential for nearly all of the WSA's included in the DEIS. Molenaar lists the following areas as having a higher petroleum potential than shown in the DEIS (Table 30 p. 70, Vol. I):

Cedar Mountain	Rockwell	Swasey Mountain
Howell Peak	Conger Mountain	Notch Peak
LaVerkin Creek	Deep Creek	North Fork Virgin River
Orderville Canyon	Parunuweap	Canaan Mountain
The Blues	Burning Hills	Phipps-Death Hollow
Steep Creek	Carcass Canyon	Scorpion
Fifty Mile Mountain	Bull Mountain	Dirty Devil
Horseshoe Canyon (South)	Fiddler Butte	Grand Gulch Complex
Road Canyon	Fish Creek Canyon	ISA
Cheesebox Canyon	Butler Wash	Mule Canyon
Horseshoe Canyon (North)	Indian Creek	Bridger Jack Mesa
Muddy Creek	Devil's Canyon	Crack Canyon
Mexican Mountain	French Spring-Happy Canyon	Sids Mountain
Escalante Canyons Tract 5		
ISA		
North Escalante Canyons/ The Gulch		

F-4.4

Red Mountain and Paria-Hackberry Wilderness Study Areas are listed by Molenaar as having a lower petroleum potential than reported in Table 30.

As part of a cooperative effort, the U.S. Geological Survey (USGS) and the BOM are assessing minerals potential of WSA's. Studies of several WSA's in Utah have been completed, but none of the findings are included in the DEIS. Other studies are in progress. Pertinent findings and conclusions from these studies follow:

Canaan Mountain WSA:

In three places (pp. 15, 27, and 30, Vol. IIIA) the DEIS states there are no mining claims in the WSA. As part of our investigation of the mineral resources of the WSA (report in progress), we examined BLM claim recordation data in November 1985. According to these data and the claims holder, who also was contacted, claims of the Micron Gold, East Micron, Purple Clay, and 3-J's groups lie wholly or partially within the WSA.

Estimates (DEIS pp. 15-16, Vol. IIIA) regarding size of uranium deposits possibly occurring in the WSA (as determined by the Department of Energy) are highly optimistic. Our investigation indicates the Chinle and Moenave, listed in the DEIS as the most

F-4.5

F-4.5
(cont.)

likely host formations, are not favorable for uranium deposition in the WSA; they lack carbonaceous material and well-developed channeling.

Dirty Devil WSA:

The DEIS does not report results of uranium drilling in the Bull Pasture and Gibex Pts. areas. Between 1975 and 1980, Cotter Corporation drilled about 65 test holes in these two areas and discovered an orebody containing at least 39,000 tons of 0.04 percent U₃O₈ (BOM Open File Report, MLA 25-84, 1984). The small size and low grade of the deposit, along with the current uranium market situation, suggests that the potential for development is low. The DEIS reports potential for commercial occurrences of uranium in the Moss Back Member of the Chinle Formation. Our investigation indicates the Moss Back is not conducive to uranium deposition in the WSA; it is blanket-like and continuous in character in this area. According to Johnson (USGS Bull. 1087-C, p. 92), where the Moss Back is blanket-like and uniform it is relatively unfavorable for large uranium deposits.

Fiddler Butte WSA:

F-4.7

The BOM conducted a minerals investigation (BOM Open File Report, MLA 132-82, 1982) of the 27,000-acre "Partial Wilderness Alternative" (DEIS p. 40, Vol. IV). The "Proposed Action" (DEIS p. 34, Vol. IV) includes about 6,000 additional acres. Should the "Proposed Action" or the "All Wilderness Alternative" (aggregating 73,100 acres) be recommended to the Secretary of the Interior for wilderness designation, mineral resources of the additional acreage should be investigated.

No petroleum wells are reported in the WSA (DEIS p. 19, Vol. IV). Our minerals investigation indicates that Superior Oil Company drilled and abandoned a well in T. 31 S., R. 13 E., Sec. 8. The well appears to be inside of the "All Wilderness Alternative" boundary. Three wells were suspended in T. 31 S., R. 15 E. Additional wells have been drilled north and west of the WSA. Oil and gas shows were found in two wells located in T. 31 S., T. 15 E. The DEIS does not discuss any of this drilling activity.

F-4.8

The Moss Back Member of the Chinle Formation is reported favorable for uranium (DEIS p. 20, Vol. IV). Our minerals investigation indicates that the Monitor Butte and Petrified Forest Members of the same formation also are favorable host rocks for uranium deposition. The Shufly-Bighorn, North Wash, Buckacre Point, and Cedar Point areas

F-4.9

F-4.9
(cont.)

are likely sites for the occurrence of high-grade, low-tonnage uranium deposits typically associated with the Chinle Formation throughout the Colorado Plateau.

Little Rockies WSA:

The DEIS reports no deposits of copper are known in the study area (p. 9, Vol. IV). According to our minerals investigation of the WSA (BOM Open File Report, MLA 19-84, 1984), Texasgulf, Inc. (formerly Texasgulf Sulfur) discovered an orebody containing at least 400 tons of U308 and 500 tons of copper in Four Mile Canyon. The deposit, although small, is present and should be included in the DEIS.

F-4.10

Paria-Hackberry WSA:

The DEIS reports the Chinle and Moenave Formations favorable for uranium (p. 18 Vol. IIIA) in the study areas. Our field investigation and literature search (report in progress), however, indicate that the uranium potential is low in these formations. The formations do not contain greater concentrations of uranium than the Navajo or Carmel Formations, neither of which is considered favorable for uranium deposition in the study areas. Analyses of stream sediment samples do not indicate that uranium deposits occur in the WSA.

F-4.11

F-4.12

Nineteen mining claims are reported in the northeastern part of the WSA, and twenty additional claims are reported in the same area along the boundary of the WSA (DEIS p. 19 Vol. IIIA). Our investigation indicates that as of October 1984, there were no mining claims in the WSA. At that time there were 149 claims within 6 miles of the WSA. The claims were located north, northeast, and southwest of the WSA.

Scorpion WSA:

We question rating silver favorability as "f2" in the Mineral and Resource Rating Summary (Table 3, DEIS p. 12, Vol. IIIB); our studies (BOM report in progress) indicate no known silver-bearing units exist within the study area. A rating of "f1" would appear more appropriate.

F-4.13

Wah Wah Mountains WSA:

Small beryllium, lead, zinc, and tungsten deposits are listed (DEIS pp. 10 and 13, Vol. IIIA) as possibly occurring within the WSA. Our field investigation, conducted in October and November 1985 (report in progress), found no evidence to suggest the presence of these commodities. No prospects were found, and no BLM personnel or local

F-4.14

F-4.14
(cont.)

residents we contacted knew of any deposits or prospects occurring in the WSA.

F-4.15

The DEIS reports (p. 14, Vol. IIIA) 62 mining claims in the WSA; claims aggregating 835 acres are reported near Crystal Peak. As of October 1985, records at the BLM State Office in Salt Lake City indicated fewer than 50 mining claims in the WSA. Claims near Crystal Creek aggregated approximately 250 acres.

Westwater Canyon WSA:

F-4.16

The WSA is reported unfavorable for petroleum (DEIS p. 15, Vol. VI). Our minerals investigation (report in progress) indicates such a conclusion is premature. The Entrada Sandstone, which has yielded petroleum shows in the Bar-X, West Bar-X, San Arroyo, Westwater, and Harley Dome Fields and production in the more-distant Ashley Valley Field, occurs along the western part of the WSA. Both stratigraphic and structural traps may be present in the Entrada Sandstone in the WSA. If overthrusting has occurred in the region (DEIS p. 15, Vol. VI), strata producing petroleum in the adjacent Paradox Basin may underlie the WSA. There has been no drilling to test these possibilities. Accordingly, we suggest the petroleum potential of the WSA be characterized as "unexplored at depth," rather than "unfavorable."

F-4.17

Oil and gas leasing activity in the WSA appears to be more extensive than the 480 acres reported in the DEIS (p. 15, Vol. VI). Examination of current BLM oil and gas plats for the area indicate that at least 1,000 acres are leased.

F-4.18

Figure 1 (DEIS p. 16 Vol. I) indicates the final EIS will be prepared without including the findings of the USGS and BOM minerals investigations. We understand, however, that findings of the studies will be included if they are available when the final EIS is written. According to a memorandum of understanding between the BLM, USGS, and the BOM, additional mineral investigations are scheduled. A list of the WSA's for which investigations are planned with projected publication dates follows:

Wilderness Study Area	Publication Date
Canaan Mountain	03/31/88
Bull Mountain	06/30/88
Deep Creek	06/30/88
La Verkin Creek Canyon	06/30/88
Mount Hillers	06/30/88
North Fork Virgin River	06/30/88
Orderville Canyon	06/30/88

F-4.18
(cont.)

Behind the Rocks	09/30/88
Bridger Jack Mesa	09/30/88
Butler Wash	09/30/88
Cottonwood Canyon	09/30/88
Fifty Mile Mountain	09/30/88
Horseshoe Canyon	09/30/88
Indian Creek	09/30/88
Little Rockies	09/30/86
North Escalante Canyon	09/30/88
Paria-Hackberry	09/30/88
Red Mountain	09/30/88
Scorpion	09/30/88
Steep Creek	09/30/88
The Cockscomb	09/30/88
Wahweap	09/30/88
Westwater Canyon	09/30/88
Deep Creek Mountains	11/30/88
Desolation Canyon	11/30/88
Floy Canyon	11/30/88
Howell Peak	11/30/88
North Stansbury Mountains	11/30/88
Notch Peak	11/30/88
Swasey Mountain	11/30/88
Turtle Canyon	11/30/88
Wah-Wah Mountains	11/30/88

In order to permit the widest possible distribution of the minerals data collected in these studies, and to provide for a thorough public review process, we encourage inclusion and discussion of the results of these investigations in the final environmental impact statement.

William Cochran
William Cochran



United States Department of the Interior

BUREAU OF RECLAMATION
LOWER COLORADO REGIONAL OFFICE
P.O. BOX 427
BOULDER CITY, NEVADA 89005

IN REPLY
REFER TO: LC-159

MAY 15 1986

Memorandum

To: Bureau of Land Management, Utah State Office, Wilderness Studies (U-933), 324 South State Street, Suite 301, Salt Lake City, Utah 84111-2303

From: Regional Director

Subject: Utah Bureau of Land Management Statewide Wilderness Draft Environmental Impact Statement, Volume I, and Volumes III-A and III-B

We have reviewed the subject draft environmental impact statement and have no comments to offer. Thank you for the opportunity to review the statement.

F-5.1

Roy D. Green



United States Department of the Interior

BUREAU OF RECLAMATION
UPPER COLORADO REGIONAL OFFICE
P.O. BOX 11568
SALT LAKE CITY, UTAH 84117

IN REPLY
REFER TO: UPO-150/DPO-150/

UC-151

120.1

JUN 11 1986

Memorandum

To: Bureau of Land Management, Utah State Office, Wilderness Studies,
(U-933), 324 South State Street, Suite 301, Salt Lake City, Utah
84111-2303

From: Regional Director
Bureau of Reclamation

Acting

Subject: Review of BLM Statewide Wilderness Draft Environmental Impact Statement

We have reviewed the subject document and have the following comments to offer for your consideration:

It appears that no existing Reclamation projects would be affected, but two Reclamation projects that have been the subject of past studies would be precluded by wilderness designation. These are the Gray Mountain and Escalante Projects. The wilderness study areas affecting the Gray Mountain Project are No. 65 (Jackson Canyon), No. 66 (Desolation Canyon), and No. 67 (Turtle Canyon). The wilderness study areas affecting the Escalante Project are No. 29 (Phipps Death Hollow) and No. 38 (Sheep Creek, and North Escalante Canyons/The Gulch ISA Complex). Project planning on the impacted projects has not been active for many years and will, most probably, remain inactive in the foreseeable future.

Thank you for the opportunity to review the subject document.

Harl M. Nail

cc: Mr. Bob Stewart
Regional Environmental Officer
Department of the Interior
Denver Federal Center
P.O. Box 25007
Denver, Colorado 80225

LIBRARY

FEB 9 1986

Bureau of Reclamation
Denver Office



United States Department of the Interior
NATIONAL PARK SERVICE
ROCKY MOUNTAIN REGIONAL OFFICE

655 Parfet Street
P.O. Box 25287
Denver, Colorado 80225

IN REPLY REFER TO:

L7617 (RMR-PP)

AUG 14 1986

Memorandum

To: State Director, Utah State Office, Bureau of Land Management, Salt Lake City, Utah

From: Regional Director, Rocky Mountain Region

Subject: Review of Utah Bureau of Land Management Statewide Wilderness Draft Environmental Impact Statement (DES 86/1)

Enclosed are comments by the National Park Service from its review of the subject document.

Jack W. Nichols
Jack W. Nichols

Enclosures

NATIONAL PARK SERVICE COMMENTS ON UTAH
BUREAU OF LAND MANAGEMENT STATEWIDE WILDERNESS DRAFT
ENVIRONMENTAL IMPACT STATEMENT

General Comments

First, we wish to compliment the Bureau of Land Management (BLM) on the organization of this document which is relatively easy to follow for such complicated proposals. Due to the use of numerous acronyms and other BLM jargon, the placement of a glossary and a list of acronyms at the back of Volume 1 was greatly appreciated.

In general, the National Park Service (NPS) would recommend wilderness designation for those wilderness study areas (WSA's) adjoining units of the National Park System. We would like to see the final Environmental Impact Statement (EIS) place more emphasis on the opportunity such designation would offer for a more holistic approach to land use planning. That is, there should be greater discussion in the EIS that BLM wilderness adjoining parklands would provide compatible management of contiguous watersheds, airsheds, wildlife species, cultural resources, viewsheds, and recreation uses (e.g. hiking, river running, horse packing). That discussion should also establish how such a complementary approach would enhance the wilderness experience for visitors to those public lands as well as in the parks.

In addition to meeting wilderness criteria, we suggest the final EIS discuss in more detail how WSA boundaries were arrived at; whether they take into account topography, ecological characteristics, and recreational use patterns for manageability of natural systems, viewsheds and watersheds, and human use of the areas; and if not, why not. Although State sections adjacent to proposed BLM WSA's are beyond the direct authority of the Bureau, we recommend the final EIS consider these sections as potential additions to recommend wilderness when nonconforming uses have ceased. Such lands would complement Federal planning for the reasons suggested above. For example, State sections should be evaluated adjacent to the following areas: Horseshoe Canyon (South), Cheesebox Canyon, Indian Creek and Butler Wash.

We would like to see the final EIS expand an explanation of fire control policy in BLM wilderness as presented on page 32 of Volume I and elsewhere. For WSA's adjacent to parklands, the EIS should state whether fire control policies would be compatible with NPS fire policy of allowing naturally occurring fires to burn in appropriately zoned areas. We believe such a policy would provide for a natural range improvement program to replace mechanical or chemical methods and should be considered as an alternative to total fire control in wilderness areas.

We suggest that better management decisions regarding wilderness on the public lands would be enhanced if the EIS had more discussion about project developments on lands adjacent to proposed wilderness in alternatives other than "All Wilderness." Since uses on adjacent lands affect quality of wilderness, we feel that more analysis of land use proposals on these adjacent lands is in order for each of the alternatives. The proposed activities for adjacent lands include mining exploration, mining production,

F-7.4
(cont.)

livestock/wildlife habitat, development, etc. These sorts of activities will affect the wilderness air quality, disrupt views, create noise, and otherwise adversely impact the wilderness experience. Road construction, use of water resources, and watershed impacts should also be discussed.

F-7.5

The economic assessment does not appear to address the impacts of a passive wilderness experience. Studies reported from Bryce Canyon National Park show that visitors consider undeveloped public lands that make up part of the view are a very important part of their park experience. One can enjoy the presence of wilderness without actively using it, so that there may be a positive economic gain through tourism well beyond what wilderness users will provide. Conversely, if areas are developed there may be a drop in tourism and that economic base if the scenic values deteriorate from project development.

F-7.6

The proposed actions for the Dirty Devil, Horseshoe Canyon (South), French Spring-Happy Canyon, and Fiddler Butte WSA's may preclude an informed decision on whether to convert existing oil and gas leases to combined hydrocarbon leases in the Tar Sand Triangle Special Tar Sand Area. The draft EIS for the Tar Sand Triangle did not identify a preferred alternative; neither has a preferred alternative been approved nor the final EIS been completed. Since a preferred alternative has not been chosen by the Department for the Tar Sand Triangle, much less a decision made on whether to convert the leases, a decision should not be made on implementing or recommending a decision on wilderness for these areas until the lease conversion decision is made.

F-7.7

We agree with the use to note that Volume IV, pages 1 and 6 of the subject document recognizes the Little Rockies as a designated National Natural Landmark (NNL). In addition, we recommend that the BLM include the identification of six proposed NNL sites listed below as special management areas (visual and/or geologic resources) in its discussion Affected Environment. Under the proposed action, wilderness designation would afford greater protection to these areas. A Utah State Index of NNLs is enclosed.

Further information on the NNL program may be obtained from Ms. Carole Madison, Rocky Mountain Region, National Park Service, P.O. Box 25287, Denver, Colorado 80225 or by calling commercial 303-236-8699 or FTS 776-8699.

F-7.8

For those WSA's which were the subject of H.R. 1214 in the 98th Congress and the recommendations of the Secretary in his letter of February 6, 1985, to the House Committee on Interior and Insular Affairs, we concur with the EIS that any consideration for transfer of jurisdiction from BLM to NPS is a matter to be evaluated on its own merits.

Specific Comments

Volume I, Overview

There is no clear rationale provided in the draft EIS for why the Proposed Alternative was chosen. Granted, the draft EIS is not intended to be a decisionmaking document, but it would have been educational to the reader to understand why in the proposed wilderness many of the WSA's were drastically

F-7.9

F-7.9
(cont.)

reduced in size. The reader is left with impression that mineral, grazing and economic factors were the prime consideration in the decisionmaking process. For example, in two of the WSA's that are close to Capitol Reef National Park, (Mt. Hillers and Mt. Pennell WSA) there is no real difference between the various alternatives with regard to any of the concerns evaluated (even mineral, grazing, and economic) yet the lower acreage alternative was the preferred alternative.

F-7.10

The discrepancy in acres of disturbance due to mineral activity between the "Impact Summary," Table 17, Page 49, and the "Environmental Consequences," Chapter 4, Page 110, should be corrected. The former (under Impacts on Naturalness) lists 3,004 acres, while the latter lists 2,934 acres.

F-7.11

Page 78 - Peregrine Falcons have been confirmed in Westwater Canyon and an eyrie was found this year on the Dolores River.

F-7.12

Page 79 - Chainings, reseeds, land treatments, etc., are proposed on 57,250 acres in WSA's for wildlife improvement. Chaining within wilderness would appear to be in violation of the Wilderness Act. The above listed wildlife improvements benefit large game animals (i.e. elk, mule deer). Increasing habitat for these animals benefits a small percentage of wilderness users, (hunters) for a very short period - 2 to 4 weeks of the year. Wildlife improvement for these animals can be done with fire, which is a natural component in the wilds. See above comments regarding fire control policy.

F-7.13

Page 82 - We question the range improvements that are proposed in the WSA's. The BLM is proposing to treat 49,493 acres in different WSA's. Natural manipulation should be considered. Fire and aerial reseeding are compatible with wilderness but, as above, we believe chaining and herbicide spraying are inappropriate. The quality of scenic vistas may be diminished when chained sections are visible.

F-7.14

Page 93 - Canyonlands proposed wilderness is now 287,133 acres with 120 acres pending as potential wilderness. Arches wilderness recommendation is 62,947 acres.

F-7.15

Pages 109-178 r In Chapter 4, the cumulative Statewide effects of the various wilderness alternatives were not addressed for much of the affected environment. This included most of the natural environment, i.e., threatened and endangered species, wildlife, vegetation, aquatic species, riparian habitat, raptor habitat, water resources etc. By detailing the effects of wilderness designation on only an individual WSA basis, the cumulative impact of the wilderness alternatives on these resources can not be assessed. In addition, the splitting will tend to decrease the importance of the greater wilderness alternatives to these resources. Since most of the mineral, grazing, and economic impacts are assessed on a Statewide basis, we recommend the natural environment be assessed in the same way.

F-7.15
(cont.)

In a similar manner as above, recreation is not assessed on a Statewide basis. This appears to be a very significant part of the wilderness proposal. We recommend the EIS identify what will be the total change in recreational patterns in the State as a result of the various wilderness alternatives.

Because of the above lack of evaluation, there is an appearance in the document that minerals, grazing and other economic factors are considered more important than many of the natural, cultural, visual and recreational resources within and surrounding the WSA's.

F-7.16

Certain acronyms used in the document are not defined in the "List of Abbreviations" section. These include UCA, ISA, SCORP, and ATV.

In Volume 1, pages 389 and 391 are out of place and should be in reversed order.

F-7.17

The maps included in Volume 1 indicate the various wilderness proposals. Only the "All Wilderness Alternative" map indicates all the other wilderness areas in the State, i.e., Forest Service and proposed wilderness by the NPS. To avoid a perception of attempting to judge "how much wilderness is enough" and to achieve consistency, we recommend that all the maps either include or exclude other Agency wilderness areas or proposed wilderness areas.

On Pocket Map 1, #59, "Rafael" is misspelled.

The name of the Fremont River was deleted from the maps used to indicate the location of the Fremont River Gorge WSA.

Volume II, West Central Region

F-7.18

As noted above, we recommend identification in the EIS of the following proposed NNL's: Deep Creek Mountains in Toole and Juab Counties (Deep Creek WSA), and Antelope Spring Trilobite Beds in Millard County (Swasey Mountain WSA).

Volume III (Parts A and B), Southwest Region

As noted above, we recommend identification in the EIS of the following proposed NNL's: Red Mountain in Washington County (Red Mountain WSA) and The Jewel Box, Along the Cockscomb in Kane County (Wahweap WSA).

F-7.19

In reviewing the subject draft from the perspective of Nationwide Rivers Inventory (NRI) streams, we find in general that it was very well done. Virtually all relevant NRI streams are discussed in an appropriate manner and context. However, in Volume III in the section on the Deep Creek WSA; Deep Creek from its confluence with the North Fork of the Virgin River to its source should be discussed as a NRI stream in a manner similar to the other NRI stream discussions.

F-7.20

We support the proposed alternative of designating wilderness for the ten, less than 5,000 acres WSA's (LaVerkin Creek, Deep Creek, North Fork Virgin River, Orderville Canyon, Red Butte, Spring Creek Canyon, the Watchman, Taylor Creek Canyon, Goose Creek Canyon, Beartrap Canyon) adjacent to Zion National Park.

F-7.21

For the Parunuweap Canyon WSA, either the "all wilderness" or the preferred "large partial wilderness" alternatives would afford the benefit of congruous NPS/BLM management. The net effect would be greater protection of the Virgin River through Parunuweap Canyon. The NPS/BLM users of both areas are typically one and the same. A similar situation exists for the Canaan Mountain WSA where either the "all wilderness" or the preferred "partial wilderness" would be compatible with park management. However, the All Wilderness Alternative would enhance and protect primitive wilderness opportunities in the Transview Mountain area in Zion National Park, by limiting possible ORV access.

F-7.22

There are several plant species found in Zion National Park that are proposed for endangered and threatened status. There is a high likelihood that one or more of these may occur in the Parunuweap Canyon or Canaan Mountain units, as well as others. These plants include: Erigeron religiosus, Erigeron sionis, Eriogonum corymbosum var. matthewsiae, Eriogonum jamesii var. rupicola, Eriogonum zionis, Heterotheca jonesii, and Pentemon humilis var. obtusifolius.

F-7.23

Statements in several of the WSA descriptions such as "No other threatened or endangered species are known to occur in the WSA" may be misleading if they cannot be supported with actual survey data. We believe this is important to be verified because many of the WSA's adjacent to Zion National Park are ideal peregrine falcon habitat. These units include Parunuweap Canyon, Canaan Mountain, Deep Creek, Orderville and Spring Creek Canyon.

F-7.24

For several of the small WSA's, we suggest it would be meaningful to discuss recent changes in use intensity which have taken place. For example, during studies in 1982, certain levels of use for these areas were identified which have since changed. These changes are as follows:

Unit	1982 (compared to)-----	EIS
Taylor Creek	2 Animal Unit Months (AUMs)	20 AUMs
Deep Creek	246 AUMs	183 AUMs
Red Butte	784 acres oil/gas lease	788 acres oil/gas lease
Orderville	no grazing	30 AUMs
Orderville	no mining claims	20 acres
Spring Creek Canyon	no grazing	30 AUMs

We suggest the text analyze how such changes have affected the integrity of these WSA's.

F-7.25

The All Wilderness Alternative would be preferred over the proposed alternative for the following WSA's: North Escalante Canyon/The Gulch, Scorpion, and Fifty Mile Mountain, and Mancos Mesa (Volume V), adjacent to Glen Canyon National Recreation Area.

F-7.26

The Scorpion WSA is a special concern. The WSA is divided into two discrete units. The proposed alternative would delete the southeast unit. That one includes the upper reaches of Coyote Gulch, the most heavily used backpacking area in Glen Canyon National Recreation Area. The area receives over 25,000

F-7.26

(cont.)

visitors each year and visitation is continuing to increase. Coyote Gulch is designated Natural Zone and recommended wilderness in the Glen Canyon General Management Plan.

F-7.27

The proposed alternative deletes the Big Bowns Bench portion of the North Escalante Canyons WSA because of the Circle Cliffs Tar Sands deposit. However, it appears that the bench would be included in the manageability and all wilderness alternatives. The area is located next to the Silver Falls Canyon portion of Glen Canyon which is designated Natural Zone and recommended for wilderness designation. We therefore recommend that the All Wilderness Alternative be selected over the proposed alternative.

F-7.28

We concur with the proposed action, which is the same as the Manageability Alternative, for the following WSA's adjacent to Glen Canyon National Recreation Area:

Burning Hills
Escalante Canyon Tract 5
Horseshoe Canyon South (Volume IV)
Fiddler Butte (Volume IV)
Little Rockies (Volume IV)
Grand Gulch (Volume V)
Dark Canyon (Volume V)

These would also coincide with Natural Zone and recommended wilderness in the Glen Canyon General Management Plan (GMP).

Volume IV, Southcentral Region

F-7.29

In addition to the comments above regarding decisions on tar sand leasing, it should be noted that viewsheds from the Orange Cliffs section of Glen Canyon National Recreation Area could be given greater protection by selection of a more restrictive alternative for the affected WSA's.

F-7.30

We concur with the proposed alternative for the Dirty Devil WSA and recommend that its boundary along the river and on the west side of the canyon be considered for extension to the Glen Canyon National Recreation Area boundary. The area is rugged, wild and scenic and beginning to receive some river running.

Horseshoe Canyon (South) WSA

The NPS recommends the All Wilderness Alternative. This would make a manageable unit consistent with the proposed wilderness area in the Horseshoe Canyon section of Canyonlands National Park.

F-7.31

Justification for eliminating 2,800 acres from the wilderness alternative is the close proximity to heavily used roads and corrals. The heavily traveled road is apparently the road that leads to the Dead Man's trail head into Horseshoe Canyon. Our estimates are that 10 to 20 vehicles a year travel on this road to visit Horseshoe Canyon. The rancher in the area may use it an additional 10 times a year. We question whether it is appropriate to classify this use as "heavy."

F-7.31
(cont.)

There is only one corral in Section 33, T27S, R15E. The corral is approximately 3/8's of a mile from the proposed WSA boundary. Since the terrain in the vicinity is broken, the corral would probably not be visible from the WSA. Part of the excluded area in Section 35, T27S, R15E is Blue John Canyon. This canyon is spectacular; however, the length of the canyon, therefore we disagree that this is a low quality area.

We believe Section 36, T27S, R15E should be included in the proposal. Presently this is a State section, but we suggest that BLM include it in their WSA and identify it for acquisition through exchange or sale. Blue John Canyon and Horseshoe Canyon intersect in Section 36. This section is spectacular and meets the criteria for a BLM WSA.

Under Environmental Consequences, we suggest the EIS recognize that the paleontological sites in the Southeast portion of the WSA would be afforded a higher degree of protection if designated as wilderness.

Volume V, Southeast Region

Cheesebox Canyon WSA

The NPS recommends the all wilderness proposal for the Cheesebox WSA.

F-7.32

The Cheesebox WSA presently gets use from desert bighorn sheep. King (1985) found that bighorn sheep showed a negative response to human disturbance: the more sheep were disturbed by vehicles, hunters, wood cutters, and hikers, and more time they spent in escape or being alert. This escape and alert behavior is a drain on the biological reserves of sheep which makes the animals more susceptible to predation and disease. Establishing wilderness in Cheesebox Canyon would benefit sheep by assuring minimal disturbance caused by human activity such as mining or off-road vehicle use.

Natural Bridges National Monument Resource Management Plan page 31 has identified the possibility of reintroducing desert bighorn into the monument. Bighorn sheep have been sighted on the west slopes of Deer Flat which is part of the WSA. The Cheesebox designation as a wilderness area would complement Natural Bridges National Monument if sheep were to be released in the monument.

Dark Canyon ISA

F-7.33

The All Wilderness Alternative is recommended to continue proposed NPS wilderness areas in contiguous Canyonlands National Park. Desert bighorn sheep and cultural resources abound in the Dark Canyon ISA. These resources as well as recreational opportunities would benefit from wilderness designation.

Butler Wash WSA

The All Wilderness Proposal is recommended by the NPS. There was at one point a portion of a section which was to be proposed as a wilderness addendum to the Butler Wash package. Eventually, with State land exchange, the full section could be included as wilderness, thus, preventing a small parcel of nonwilderness surrounded by BLM/NPS wilderness. For proper

F-7.34
(cont.)

management, we believe it is important that the Butler Wash boundary be contiguous with the Canyonlands National Park boundary for the full distance. Pages 4 and 5 - Variation to add upper East Fork and Salt Creek (2,160 acres) to the WSA is desirable. The NPS expressed support of this addition in correspondence to the BLM in 1980 during the intensive inventory phase. The addition follows natural boundaries and would combine with the proposed Canyonlands wilderness as an integral whole. The Bright Angel Trail is an increasingly popular hiking route into upper Salt Creek, and the proposed variation would enhance recreation and facilitate management of visitors and cultural resources protection.

Page 7 and 22 - We question whether the estimated increase to 4,939 visitor days per year is realistic. Upper Salt, already publicized as part of Canyonlands National Park, in 1985 had only 1598 people who stayed an average of 2.6 nights in the area. The absence of water in the Butler Wash unit would limit human use, and causes us to question the EIS's predictions.

Bridger Jack Mesa WSA

Bridger Jack Mesa offers outstanding opportunities for solitude. It is also an exceptional natural area representing pinyon juniper woodland as Van Pelt (1978) has documented. Roads are visible only from the very edge of the mesa, and noise from passing cars does not carry to the top. Magnificent views into Lavender Canyon provide a reason to reconsider wilderness designation for this canyon.

Management of wilderness values would be simplified if the following sections were included in the WSA: Sections 7, 18, an 19, T32S, R21E and Sections 24 and 25, T32S, R20E. These sections possess outstanding scenic quality and wilderness values. There are absolutely no developments or ways in these additional sections. They would form a continuous wilderness unit with compatible management objectives between Bridger Jack and Canyonlands National Park. This would eliminate the non-wilderness area between two proposed wilderness units which could potentially be developed and thereby degrade the wilderness resources and values in both.

Indian Creek WSA

The NPS supports the proposed All Wilderness Alternative. This is an important unit contiguous with Canyonlands National Park and is especially desirable for the protection of Indian Creek features near the park boundary. This is a popular spot for river runners, to hike into from the Colorado River.

F-7.38

The Indian Creek unit could be much larger. Horseshief Canyon and the upper portions of the Indian Creek drainage meet the criteria for wilderness and should be included to complement adjacent NPS wilderness. More than 10,000 acres in an untrammeled condition should be added to the proposed Indian Creek WSA. These additional acres are Sections 28, 29, 32, 33, and the east half of Section 21, T28S, R20E; Sections 4, 5, 8, 9, 17, 32, 33, and the north half of Section 20, NW 1/4, E 1/2 Section 21, and NE 1/4 S 1/2 Section 28 T29S, R20E; in T29 1/2S, R20E, Sections 32, 33, 34, 35; and a portion of Sections 4, 5, and 6 in T30S, R20E.

F-7.38
(cont.)

The precipitation averages do not agree with the most recent data from the Needles district. The questionable data are in paragraph six, page 1 of the Indian Creek WSA Section of the EIS. The attached records show that February and June have the least precipitation and July and August have the most.

F-7.39

The availability of year-round water makes the area an ideal hiking destination even in summer. Hikers have suggested the NPS established a trail from parkland to Indian Creek and are very supportive of establishing a wilderness area around Indian Creek.

F-7.40

Desert bighorn sheep have been observed in the Indian Creek drainage and in the Lockhart Basin area both inside and outside of Canyonlands National Park. Designating the Indian Creek unit as wilderness would benefit the sheep, as dramatic disturbance and habitat change would not be permitted to occur under wilderness management mandates.

Horseshoe Canyon (North) WSA

F-7.41

The NPS support the proposed All Wilderness Alternative for this unit. Again, its establishment as wilderness would be compatible with NPS management objectives in the adjacent Horseshoe Canyon unit of Canyonlands National Park. Combining this unit with Horseshoe Canyon South and Canyonlands will provide an exceptional canyon hiking experience and opportunity to protect and view numerous archeological resources. There is perennial water available in Horseshoe Canyon (North) which enhances the recreational opportunities but also supports a great diversity of wildlife and lush riparian vegetation in spots.

The Labyrinth Canyon from Green River to Mineral Bottom or through Canyonlands National Park is a popular flat water river trip for both motorized and nonmotorized water craft. Establishing wilderness along this canyon's banks will enhance recreational opportunities for river users and assure long-term protection of this area.

Lost Spring Canyon

F-7.42

The NPS concurs with the All Wilderness Proposal for Lost Spring Canyon. As noted above, this WSA is one of the areas considered for possible transfer of jurisdiction to add the WSA to Arches National Park. The EIS would meet the requirement for further study that the Secretary's letter called for. At present, the Arches GMP is being revised, and the possible addition of the Lost Spring Canyon area is being evaluated as part of this planning process. NPS recommendations on this area will be made in the final Arches GMP.

F-7.43

Visibility, Page 6 - We suggest the EIS recognize that much of the Lost Spring Canyon WSA is visible from the Devil's Garden, an extreme high use area and is an important viewshed to people touring Arches National Park.

F-7.44

Vegetation, Page 8 - Zigadenus vaginatus is found in the WSA.

Water Resources, Page 9 - Clover Canyon, Lost Spring Canyon and upper Salt Wash all drain into Salt Wash. These drainages are natural extensions of Salt Wash. Natural unpolluted water flow is important to the ecology of Arches National Park.

F-7.45

Wildlife, Pages 11 and 12 - Bobcat have been observed on the east and south border of the WSA. Bobcat dens have been documented in Salt Wash within Arches National Park. Bobcat utilize the WSA for hunting territory.

Great horned owl and Coopers hawk nests have been observed in the WSA.

F-7.46

Recreation, Page 13 - Arches National Park maintains documented overnight backcountry use statistics for the WSA. The area is a destination for backpackers who begin their hikes at the Wolfe Ranch within Arches National Park.

F-7.47

Solitude, Page 13 - In numerous trips to upper Salt Wash, Clover Canyon and Lost Spring Canyon rangers have not heard noise from vehicle traffic in Arches National Park. The statement that "vehicle traffic can be heard" in our experience is not accurate.

F-7.48

Summary: From standpoint of visibility, geology, watershed, vegetation and wildlife this area is a natural extension and similar to the Devils Garden wilderness proposal of Arches National Park.

Volume VI, East-Central Region

F-7.49

As noted above, we recommend identification in the EIS of the following proposed>NNL's: Beckwith Plateau (Desolation Canyon WSA), and San Rafael Reef (San Rafael Reef WSA), both in Emery County.

F-7.50

Part of the Nationwide Rivers Inventory-listed Range Creek occurs in the Turtle Canyon WSA and should be discussed in that section.

F-7.51

As mentioned above for Lost Spring Canyon WSA, the Daniels Canyon WSA was also identified for further study in the Secretary's letter to the House Committee. The EIS constitutes that study. The BLM preferred alternative is no action; i.e., do not designate as wilderness. The NPS continues to believe that the area has wilderness characteristics and that the landforms therein are a continuation of those landforms found in Dinosaur National Monument. If no action is chosen, however, the NPS would prefer to see the BLM manage that area in a manner that is compatible with NPS management of adjacent lands.

Attachments

1850

Wesley
Fleming
Murray
Wesley

PLATE 1

Uinto
Neve
Masato
Dixie
Cedar City
Cache
Cedar City
Fisher
Masato
Fisher
Ashley
Ashley
Fisher
Uinto
Cedar City
Fisher
Cache
Ashley
Uinto
Cache
Dixie
Uinto
Cache

CANYONLANDS NATIONAL PARK

WEATHER DATA

Based on years 1977-1984

ISLAND IN THE SKY DISTRICT

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Average Extreme Maximum	47	56	63	77	87	94	96	96	92	79	65	48
Average Extreme Minimum	8	13	19	23	30	40	54	51	43	29	17	12
Average Maximum Temperature	36	19	23	30	70	83	90	88	80	65	50	36
Average Minimum Temperature	21	25	30	34	47	61	63	63	56	44	31	23
Average Precipitation	.64"	.22"	1.25"	.80"	.79"	.52"	.89"	.76"	.72"	1.12"	1.16"	.65"
Average Snowfall	7.09"	1.67"	2.81"	3.0"	.25"					.84"	3.85"	3.48"

NEEDLES DISTRICT

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Average Extreme Maximum	53	62	69	82	90	100	102	99	96	84	69	59
Average Extreme Minimum	0	7	17	20	31	39	49	50	38	23	12	8
Average Maximum Temperature	41	48	58	65	76	90	94	92	84	70	51	40
Average Minimum Temperature	17	21	30	34	45	54	61	57	46	36	26	21
Average Precipitation	.63"	.36"	.90"	.73"	.64"	.48"	1.42"	1.08	.66"	.88"	.56"	.56"
Average Snowfall	3.92"	.80"		.38"						.12"	2.77"	1.25"

CANYONLANDS NATIONAL PARK UTAH

WEATHER DATA

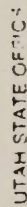
Based on years 1968-1975

ISLAND IN THE SKY DISTRICT

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Average Extreme Maximum	51	57	67	74	86	96	98	96	89	78	60	49
Average Extreme Minimum	3	12	17	22	33	39	57	52	38	24	17	9
Average Maximum Temperature	37	43	59	60	74	85	90	88	77	62	48	36
Average Minimum Temperature	19	26	32	36	50	53	65	63	51	42	30	21
Average Precipitation	.29"	.24"	.47"	.79"	.51"	.71"	.93"	.83"	.45"	1.51"	.65"	.53"
Average Snowfall	3.6"	1.5"	4.0"	2.0"						2.4"	2.5"	7.0"

NEEDLES DISTRICT

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Average Extreme Maximum	53	62	72	81	91	99	102	100	93	85	65	56
Average Extreme Minimum	-4	7	14	20	30	45	50	52	33	23	13	2
Average Maximum Temperature	33	48	51	64	78	88	94	91	82	67	50	40
Average Minimum Temperature	13	20	28	33	44	53	61	59	40	38	27	16
Average Precipitation	.47"	.17"	.57"	.95"	.32"	.56"	.72"	1.27"	.73"	1.34"	.78"	.55"
Average Snowfall	5.5"	.8"	2.0"	1.0"						.8"	.1"	4.5"



REGION VIII

DENVER COLORADO 80202-2413

Ref: GPM-EA

Roland G. Robison, State Director
BLM, Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Mr. Robison:

In accordance with our responsibilities under the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act, the Region VIII Office of the Environmental Protection Agency (EPA) has reviewed the Utah BLM Statewide Wilderness Draft Environmental Impact Statement (DEIS). This letter summarizes the results of our review for your consideration and suggests a meeting to discuss certain complex issues underlying this summary.

As you know, EPA reviews an EIS for the impact of the proposed action on EPA-administered programs, such as those under the Clean Water Act and Clean Air Act. In addition, while outside of EPA's regulatory purview, EPA also reviews the process that was used in developing the EIS in order to ensure that a credible, thorough process was followed. This allows for full consideration of potential, environmental impacts and benefits that can be used by members of Congress in determining appropriate wilderness designations in Utah.

Designation of public lands for wilderness preservation in most instances is fully consistent with Clean Water Act and Clean Air Act requirements. However, we have identified several areas that need further discussion and analysis within the DEIS to ensure compliance with water quality and air quality standards. Potential water quality impacts that need further consideration are salinity mitigation measures and anti-degradation requirements. In particular, we offer two examples:

E. 8.1

Salinity standards developed under the Clean Water Act and supported by the Colorado River Basin Salinity Control Act (PL 93-320) are based on an antidegradation approach, i.e., maintenance of salinity levels at or below the 1972 levels in the river. This is inconsistent with the approach in the EIS where "credit" is taken for salinity benefits derived from the wilderness designations that do occur (See BLM Draft EIS, p. 233 and p. 272). Any increases over earlier levels, such as those from increased grazing or mining activities, need to be mitigated. Because most of the WSA's are pristine, undeveloped areas now, any changes in salinity levels due to increased activity should be considered an adverse impact and mitigation measures need to be identified.

P	M						Action _____
L	S						Info _____
X	AED						Discus _____
	RIO						
	EEO						
	NH						
3	L & H						
	Sper						
	Agenda						

F-8.1
(cont.)

° The Paria River is identified as a major source of non-point salinity and sediment to the Colorado River. The EIS states that the Bureau of Reclamation, the agency responsible for reducing Colorado River sediment and salinity, has yet to evaluate the Paria River for possible control measures. The Colorado River Basin Salinity Control Act Amendments (PL 98-569) require BLM to develop a policy for control of salinity on BLM-administered lands by July 1, 1987. (The draft salinity control policy is scheduled to be ready for review by October 1986.) Therefore, as part of the final EIS, we suggest BLM identify any salinity control measures it proposes, consistent with this mandate. The EIS should also identify any proposed salinity control projects that would be affected by wilderness designation.

F-8.2

The air quality impacts of the proposed action relate to prevention of significant deterioration (PSD) requirements. The final EIS needs to explain more thoroughly the policy options and environmental consequences of designation of BLM wilderness areas as Class I. Furthermore, any proposed (or already excluded) area may already be precluded in full or in part from certain resource development because of the potential for that development to exceed PSD increments in current or potential Class I areas. The following example illustrates this point:

Tar sand development is listed as a medium or high potential development in three WSA's: Fiddler Butte, Horseshoe Canyon (South) and French Spring-Happy Canyon, all part of the Tar Sand Triangle. The development of tar sand resources within the Tar Sand Triangle is constrained by the adjacent Class I air quality designations. Accordingly, EPA concluded in 1984 in its review of the Tar Sand Triangle DEIS that the environmental impact of tar sand development would be environmentally unsatisfactory unless more stringent air quality control measures or appropriate reduction in development levels were pursued. EPA suggests that further consideration be given to the likelihood of such development and possibly allow these WSA's to be considered in the proposed action.

F-8.3

F-8.3 While the management of areas for wilderness as described for the proposed action will undoubtedly result in positive environmental benefits, EPA is still concerned that the process followed by BLM does not allow for full consideration of the opportunities BLM has to include wilderness management with other non-conflicting multiple resource uses. For example, utilization of more current Resource Management Plans would allow refinement of where to establish wilderness management versus the other conflicting multiple uses. Minor revisions of inventory units, where appropriate, could be considered. If current information on the feasibility of potential mineral developments indicated little likelihood for progress, then less

COMMENT LETTER F-8

- 3 -

F-8.3
(cont.)

land may be considered conflicting with wilderness designation. In order to strengthen the utility of the EIS in aiding informed decisions on the full range of options for multiple resource management, including wilderness designation, in Utah, EPA offers the following suggestions:

F-8.4

1) Consider wilderness designation concurrent with the development of Resource Management Plans;

F-8.5

2) Clarify in the EIS how areas were omitted from wilderness studies and the procedural options BLM may have to revise the inventory process regarding the issues of "solitude" and "roadless areas" applying the administrative decisions subsequent to completion of the inventory process 1980;

F-8.6

3) Give further consideration on how to apply feasibility of mineral developments to conflicts that might exist with wilderness designation by including a factor of "gross economics" and potential feasibility of resource development in the criteria used for the energy and mineral resource rating system;

F-8.7

4) Expedite planned RMP's in areas where significant resource development is considered conflicting with wilderness recommendations, such as current and potential mineral development, grazing, and off-road vehicle uses, so that these conflicting uses are compared to the environmental benefits of potential wilderness management. Such RMP revisions could also be grouped to consider Wilderness Study Areas adjacent to the National Parks.

Since we have noted numerous examples in which such conflicts are of concern and because of the great complexity of the DEIS, I suggest that a meeting would be mutually productive between our respective staffs to more fully address these issues and consider the options for resolving these issues in the final EIS.

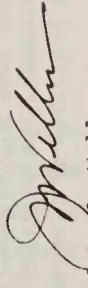
According to the procedures EPA uses to rate the adequacy of a draft EIS, the draft EIS for the Utah BLM Statewide Wilderness will be listed in the Federal Register in Category EO-2, meaning we have environmental objections to the proposed action and that additional information is recommended in the final EIS. The EO-2 rating reflects that: 1) our review has identified potential environmental impacts that should be avoided in order to protect air and water quality on the public lands; 2) the draft EIS does not contain sufficient information to adequately assess the environmental consequences of the range of opportunities for wilderness designation or multiple resource development; and 3) the EPA-identified information and analyses should be included in the final EIS.

COMMENT LETTER F-8

- 4 -

Please contact Kerrigan Clough, Assistant Regional Administrator for Policy and Management at FTS 564-1710, if we can provide further explanation of these comments. Mr. Clough will also appreciate your reactions to the suggested meeting of our staffs. Additional detailed comments are enclosed.

Sincerely,


John G. Welles
Regional Administrator

Enclosure

cc: David Williams, BLM, Washington, D.C.
Lorraine Mintzmyer NPS, Denver, CO
William Dickerson, OFA, EPA, Washington, D.C.

DETAILED COMMENTS BY THE
U.S. ENVIRONMENTAL PROTECTION AGENCY
UTAH BLM STATEWIDE WILDERNESS
DRAFT ENVIRONMENTAL IMPACT STATEMENT

EPA's Responsibility for EIS Review

EPA has responsibility under Section 309 of the Clean Air Act to conduct EIS reviews, comment in writing, and make those comments available to the public. Section 309 of the Clean Air Act, as amended requires EPA to review and comment on any matter relating to major Federal actions to which Section 102(2)(C) of the National Environmental Policy Act (NEPA) applies. In implementing this policy, EPA attempts to assist Federal agencies: 1) in meeting the goals and objectives set forth in NEPA, 2) in meeting the objectives and complying with the requirements of the laws and regulations administered by EPA, and 3) in developing concise, well-reasoned decision documents which identify project impacts and a range of project alternatives.¹

Utilizing these EPA policies and procedures leads to EPA reviewing the procedures used by BLM in implementing the wilderness Act of 1964 and the wilderness study provisions of Section 603 of the Federal Land Policy and Management Act of 1976 to help assure that a full range of alternatives and analysis of reasonable alternatives are provided in the EIS process as required under the NEPA regulations.²

EPA-Administered Programs and Wilderness Designation

As noted in the cover letter, EPA considers designation of public lands for wilderness preservation in most instances to be fully consistent with the Clean Water Act and the Clean Air Act. Some additional consideration in the EIS of the goals and objectives of these acts may aid in achieving similar goals consistent with BLM wilderness management and multiple use management upon adjacent lands.

Clean Water Act

Observance of the Clean Water Act is an essential component of the BLM land use planning criteria as envisioned under Section 202(c)(8) of the Federal Land Policy and Management Act. During the wilderness study process, 42 WSA's have been found to have notable amounts of surface water.³ These streams require consideration under the Clean Water Act to maintain designated beneficial uses. In particular, BLM's management actions should strive towards compliance with water quality standards, including antidegradation requirements.⁴

F-8.8

The antidegradation policy includes: 1) at a minimum, all existing uses and the level of water quality necessary to protect these uses needs to be fully maintained and protected; 2) where higher quality waters exist, such quality needs to be maintained unless certain minimum requirements are met before allowing lowered water quality; and 3) in outstanding National Resource Waters, no lowering of water quality is allowed.⁵ We recommend that the EIS contain a discussion of these water quality antidegradation requirements and define how wilderness management or multiple use management for the proposed action and alternatives will help achieve these conditions. Similarly, the EIS could also address Utah's state antidegradation requirements.⁶

F-8.9

The EIS identifies 12,824 acres of riparian habitat in WSA's.⁷ EPA agrees with BLM's draft riparian policy which describes riparian areas as among the most productive and important ecosystems on the public lands, affecting essentially all other resource uses and values including water quality benefits, and thus deserving special protection.⁸ For each individual WSA, the EIS could identify the impacts that various alternatives would have on these riparian lands.

Clean Air Act

Under Sections 160-169 of the Clean Air Act of 1977, BLM lands in Utah are rural attainment areas as Prevention of Significant Deterioration (PSD) Class II air quality areas. The requirements for Class II areas limit the allowable increases in total suspended particulates and sulfur oxides while providing for moderate, well-controlled growth.

F-8.10

The Draft EIS recommends certain areas as unsuitable for wilderness based upon potentially extractable mineral resources. However, it does not take into full consideration that there may be constraints to development of those resources other than wilderness designation. An area may already be precluded in full or in part from resource development because it may cause exceedance of the PSU limits. This is currently the case for some proposed developments near National Parks. The potential for exceedance of the PSU increments in nearby Class I areas should be evaluated as part of the EIS process.

F-8.11

The draft EIS indicates that designated wilderness will continue to be managed as Class II unless/until the State of Utah reclassifies it to a Class I area. EPA recommends that the final EIS more thoroughly explain the policy options and environmental consequences of designation of BLM wilderness areas as Class I.

NEPA Issues

While not subject to EPA-administered regulation, but within our broad responsibilities under NEPA to provide information and suggestions, we offer the following comments on items that could be of use to BLM during preparation of the final EIS.

BLM Resource Management Planning Process

In order to improve upon integrated multiple resource planning and in order to provide a document of sufficient brevity to aid in public understanding, EPA suggests that:

- a) BLM consider completing the final EIS on the Utah BLM Statewide wilderness as a programmatic EIS.
- b) BLM consider up-dating existing RMP/MFP's or expediting and completing new RMP/EIS's where the most severe resource conflicts occur and group WSA's where appropriate. (EPA is not recommending additional EIS's beyond those already associated with RMP's.)
- c) BLM would then submit the Wilderness Study Reports in the context of current RMP/MFP's, on a Statewide-basis, to Congress as planned.

F-8.12

EPA makes these suggestions for the following reasons:

F-8.13

The CEQ regulations for preparation of EIS's suggest that for proposals of unusual scope or complexity there should be a page limit of less than 300 pages (40 CFR 1502.7). These regulations indicate that when there are potentially a very large number of alternatives possible, a full spectrum of alternatives needs to be analyzed and compared in the EIS. Therefore, a shorter RMP/EIS document, perhaps tiered to this EIS, could aid in comprehension and allow BLM to consider current information perhaps resulting in site-specific refinements to the proposed action.

F-8.14

The BLM wilderness review process as outlined in the Wilderness Inventory handbook and the Wilderness Study Policy envisions that the BLM's multiple resource programs will be addressed in resource management plans prior to multiple resource decisions and land use allocations, including wilderness recommendations.⁹ The BLM Wilderness Study Policy states that, "The BLM will recommend for wilderness designation only those areas for which it has been determined, through the Bureau's multiple resource planning process and public involvement, that wilderness is the most appropriate use of the land and its resource," and, "BLM wilderness studies will be carried out within the scope of BLM planning areas. By studying the WSA's and scoping the EIS on a planning area basis, BLM will readily be able to blend wilderness resource considerations into the multiple resource perspective of RMP's, MFP's and MFP amendments, and at the same time provide adequate site specific information on each WSA."¹⁰

More recent draft interim program guidance on this matter reiterates this sequence of planning by stating, "Through the [resource management] planning process, areas identified as having wilderness characteristics are evaluated to determine if they are suitable or not suitable for preservation as wilderness."¹¹

According to BLM schedules for the Utah RMP/MFP process, some of these land use plans will be either completed or updated concurrently with the statewide wilderness process now proposed. However, the schedule for RMP completion in Utah would mean that not until 1996 or 1998 would all RMP's be updated. The statutory date under FLMPA for completion of the wilderness recommendation process is 1991. This means that some of the RMP's will not be completed by 1991.

F-8.15

As an example of where an updated RMP could possibly affect the proposed action regarding wilderness conflicts with off-road vehicles (ORV), consider the analysts in the Moquith Mountain WSA. About 75 percent of the WSA is open to ORV use. Even though it appears this WSA has adequate size, naturalness, solitude, and lack of mineral resource conflicts similar to WSA's included in the proposed action, the conflict with ORV use appears to be a factor in recommending that Moquith Mountain not be included for wilderness recommendation.¹² BLM conducts limited management of ORV's in Utah. EPA suggests that additional consideration be given to off-road vehicle controls as deemed appropriate by BLM and that this be conducted in the context of an up-dated RMP/MFP process and subsequent concurrent wilderness study.

F-8.16

In another situation, for example, the analysis of the Mud Springs WSA notes that a future rail or coal slurry pipeline could cross the area. The source for this transportation proposal is a plan for development of the Kaiparowits coal field.¹³ This plan is no longer under consideration by the utilities and therefore may not be included by BLM in a future, up-dated Resource Management Plan for the area and could thereby affect the proposed action.

F-8.17

The suggested expedited RMP's could also be grouped to consider Wilderness Study Areas adjacent to the National Park land under similar management or grouped together to form a larger geographical unit. A potential group could be those WSA's near Canyonlands National Park to include the Horseshoe Canyon (North), Horseshoe Canyon (South), Fiddler Butte, French Spring-Happy Canyon, Little Rockies, Mancos Mesa, the Dark Canyon complex, Butler Wash, Bridger Jack mesa, and Inotian Creek WSA's. Also consider the potential group near Desolation Canyon that could include Jack Canyon, Desolation Canyon, Turtle Canyon, Floy Canyon, Coal Canyon, Spruce Canyon and Flume Canyon WSA's.

Areas To Possibly Reconsider for Wilderness Studies

EPA suggests that BLM reevaluate administrative decisions affecting the wilderness inventory since the inventory was completed in 1980. BLM could clarify in the EIS how areas were omitted from the wilderness study areas and the procedural options BLM has to revise the inventory process regarding the issues of "solitude" and "roadless areas".

The Interior Board of Land Appeals (IBLA) has clarified the application of the criterion of solitude by indicating that this be addressed by the "interrelationship of size, screening, configuration and other factors that influence solitude."¹⁴ In some instances, IBLA determined that BLM had relied heavily on the influence of vegetative screening and had not developed a thorough rationale regarding the declared lack of solitude. If IBLA's clarification on this particular criterion were to be applied to all areas under roadless review, additional lands might qualify as WSA's and be able to be considered as alternatives in the EIS. In this case, the application of the IBLA decisions, which were subsequent to the completion of the inventory, may identify additional roadless lands suitable for wilderness management or multiple uses that do not conflict with wilderness management.

Application of Mineral Value Conflicts

It appears to EPA that the BLM and its contractor, SAI, have appropriately applied the factors of favorability and certainty of resource occurrence as defined under the resource rating system. Appendix 5 of the EIS lists the criteria used by BLM in consultation with DOE and SAI for the energy and mineral resource rating system. The general procedure in the introduction to Appendix 5 states that the overall importance rating (OIR) "attempts to integrate the individual resource evaluations for a tract with other data, such as gross economics or the proposed location of energy corridors, into a summary number that reflects the group's overall assessment of the resource importance of the tract."¹⁵ The specific criteria developed thereafter for each mineral category are limited, however, to factors of favorability and certainty and do not include a specific criteria for assessing the "gross economics."

F-8.19

F-8.19
(cont.)

5

In today's markets probably only some of the coal and none of the tar sands in the WSA's under consideration are economically extractable. However, in the long term, these resources may become economically extractable. Although we recognize the difficulty, we request you develop a factor to evaluate the reasonable economics and feasibility, considering time, of the likelihood of extracting these resources.

- o For example, the analysis of several WSA's which have high OIR's based upon the presence and certainty of coal, the EIS notes that remoteness, accessibility, and high mining and transportation costs mean that the development of such coal will be complex and expensive.¹⁶ For The Blues WSA, it appears the high OIR is an important element in BLM's conclusion not to include The Blues WSA in the proposed action. If an economics factor were applied, The Blues WSA might be able to be included in the proposed action for wilderness recommendation.
- o Consider for example that the Draft EIS (Vol. IV, Pg. 15) concludes that tar sands are potentially feasible: "It is estimated that within the Tar Sand Triangle SISA there is a potential for oil production of 70,000 barrels per day (BPD) of oil for 330 days a year for 130 years." No mention is made of the difficulty in developing this new technology nor the high costs for such a venture. As was also noted in comments by the National Park Service, the proposed actions for only partial or no wilderness recommendations for Horseshoe Canyon (South), Fiddler Butte, and French Spring-Happy Canyon based upon conversion of combined hydrocarbon leases for tar sands recovery should not be made until a decision is rendered among the alternatives described in the Tar Sands Triangle EIS.¹⁷

Even though it will be difficult to specify anything other than subjective elements of the timing of development and general assumptions of future economic conditions to estimate the feasibility of mineral development, further discussion of this issue would still aid in evaluating potential mineral conflicts. Therefore, EPA suggests that consideration be given by BLM to include the factor of gross economics and potential feasibility of resource development in the criteria for energy and mineral resource rating systems to that used by SAI. Similarly, such a factor would need to be considered for the process used by USGS and the Bureau of Mines for WSA's recommended for wilderness designation.¹⁸ This could bring the process into consistency with the definition and meaning of the term "resource" as represented in USGS Circular 831.¹⁹ Including such a factor would provide the reader and members of Congress with a much clearer understanding of how resource conflicts between wilderness and mineral values were resolved in the EIS.

REFERENCES

1. "Policy and Procedures for the Review of Federal Actions Impacting the Environment," EPA, Office of Federal Activities, Washington, D.C., October 3, 1984.
2. Title 40 Code of Federal Regulations, Part 1502.14.
3. "Utah ELM Statewide Wilderness Draft Environmental Impact Statement", prepared by Utah State Office, Bureau of Land Management, U.S. Department of the Interior, 1986, Volume I, p. 65 and Table 24, p. 66.
4. Section 303 of the Clean Water Act and implementing regulations found at Title 40 Code of Federal Regulations, Part 131.
5. Title 40 Code of Federal Regulations, Part 131.12.
6. State of Utah, Department of Health, Division of Environmental Health, Wastewater Disposal Regulations, Part 2, Standards of Quality for Waters of the State, 26-11-1 through 26-11-20, Utah Code Annotated 1953 as Amended, Section 2.3, p.3; also Utah BLM Draft EIS, op. cit., Volume 1, Comment #49, p. 233.
7. ibid., Volume I, Table 37, p. 76.
8. BLM, "Draft Policy Statement on Riparian Area Management," Federal Register, Vol 50, July 19, 1985, p. 59487.
9. BLM, "Part II, Wilderness Study Policy; Policies, Criteria and Guidelines for Conducting Wilderness Studies on Public Lands," Federal Register, Vol. 47, February 3, 1982, Figure 1, p. 5102.
10. ibid., pp. 5103 and 5111.
11. BLM, "Draft Interim Supplemental Program Guidance for Resource Management Planning Phase II", November 1985.
12. Utah BLM Draft EIS, op. cit., Volume III, Part A, Moquith Mountain WSA, pp. 9, 10, 12, and 13.
13. ibid., Volume III, Part A, Mud Springs Canyon WSA, p. 24.
14. U.S. Department of the Interior, Interior Board of Land Appeals, IBLA 81-648, Utah Wilderness Association, et al., April 18, 1983, in this decision IBLA noted that BLM's wilderness policy has the full force and effect of regulations: "As noted in Sierra Club, 61 IBLA 334 (1982), the Wilderness Inventory Handbook, WIH, and its amendments are binding on BLM", p. 136.
15. Utah BLM Draft EIS, op. cit., Volume 1, Appendix 5, p. 325.

16. The Blues WSA, Mineral and Energy Resources, Utah BLM Draft EIS, op. cit., Volume III, p. 11.
17. Letter from the Acting Regional Director, Rocky Mountain Region, National Park Service, to State Director, Utah State Office, BLM, August 14, 1986.
18. USGS, "Definition of Levels of Mineral Resource Potential and Certainty of Assessment," Appendix 1, Guide to Preparation of Mineral Survey Reports on Public Lands, Open File Report 84-787, 1984, p. 10.
19. USGS, Principles of a Resource/Reserve Classification for Minerals, Geological Survey Circular 831, 1980, defines a resource as: "A concentration of naturally occurring solid, liquid, or gaseous material in or on the Earth's crust in such form and amount that economic extraction of a commodity from the concentration is currently or potentially feasible."

POLICY AND PROCEDURES

"Review of Federal Actions Impacting the Environment," EPA, Office of Federal Activities, Washington, D.C., October 3, 1984.

1640

SUMMARY OF RATING DEFINITIONS
AND FOLLOW-UP ACTIONEnvironmental Impact of the ActionLO--Lack of Objections

The EPA review has not identified any potential environmental impacts requiring substantive changes to the proposal. The review may have disclosed opportunities for application of mitigation measures that could be accomplished with no more than minor changes to the proposal.

EO--Environmental Concerns

The EPA review has identified environmental impacts that should be avoided in order to fully protect the environment. Corrective measures may require changes to the preferred alternative or application of mitigation measures that can reduce the environmental impact. EPA would like to work with the lead agency to reduce these impacts.

EO--Environmental Objections

The EPA review has identified significant environmental impacts that must be avoided in order to provide adequate protection for the environment. Corrective measures may require substantial changes to the preferred alternative or consideration of some other project alternative (including the no action alternative or a new alternative). EPA intends to work with the lead agency to reduce these impacts.

EU--Environmentally Unsatisfactory

The EPA review has identified adverse environmental impacts that are of sufficient magnitude that they are unsatisfactory from the standpoint of public health or welfare or environmental quality. EPA intends to work with the lead agency to reduce these impacts. If the potential unsatisfactory impacts are not corrected at the final EIS stage, this proposal will be recommended for referral to the CEQ.

Adequacy of the Impact StatementCategory 1--Adequate

EPA believes the draft EIS adequately sets forth the environmental impact(s) of the preferred alternative and those of the alternatives reasonably available to the project or action. No further analysis or data collection is necessary, but the reviewer may suggest the addition of clarifying language or information.

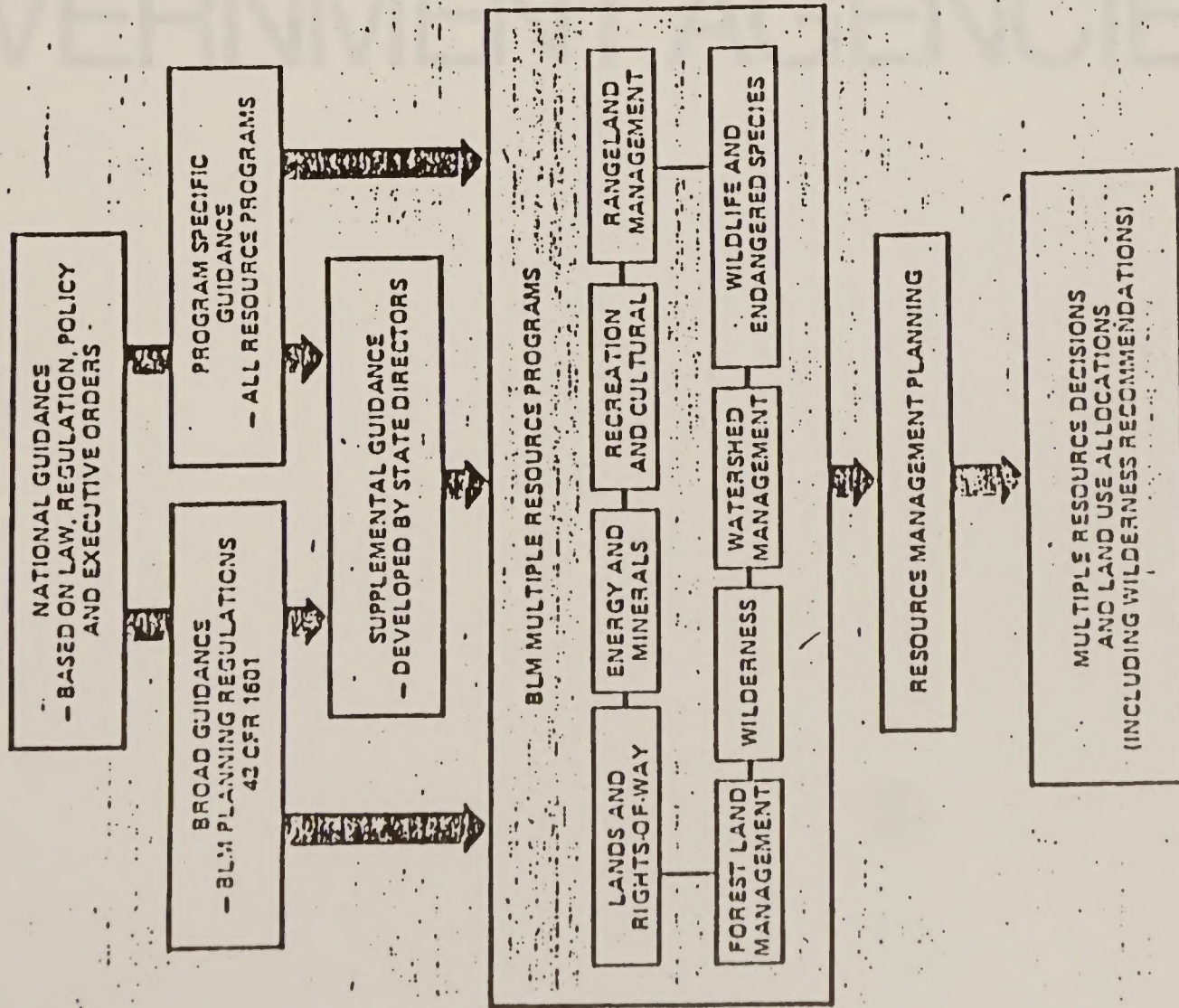
Category 2--Insufficient Information

The draft EIS does not contain sufficient information for EPA to fully assess environmental impacts that should be avoided in order to fully protect the environment, or the EPA reviewer has identified new reasonably available alternatives that are within the spectrum of alternatives analyzed in the draft EIS, which could reduce the environmental impacts of the action. The identified additional information, data, analyses, or discussion should be included in the final EIS.

Category 3--Inadequate

EPA does not believe that the draft EIS adequately assesses potentially significant environmental impacts of the action, or the EPA reviewer has identified new, reasonably available alternatives that are outside of the spectrum of alternatives analyzed in the draft EIS, which should be analyzed in order to reduce the potentially significant environmental impacts. EPA believes that the identified additional information, data, analyses, or discussions are of such a magnitude that they should have full public review at a draft stage. EPA does not believe that the draft EIS is adequate for the purposes of the NEPA and/or Section 309 review, and thus should be formally reviewed and made available for public comment in a supplemental or revised draft EIS. On the basis of the potential significant impacts involved, this proposal could be a candidate for referral to the CEQ.

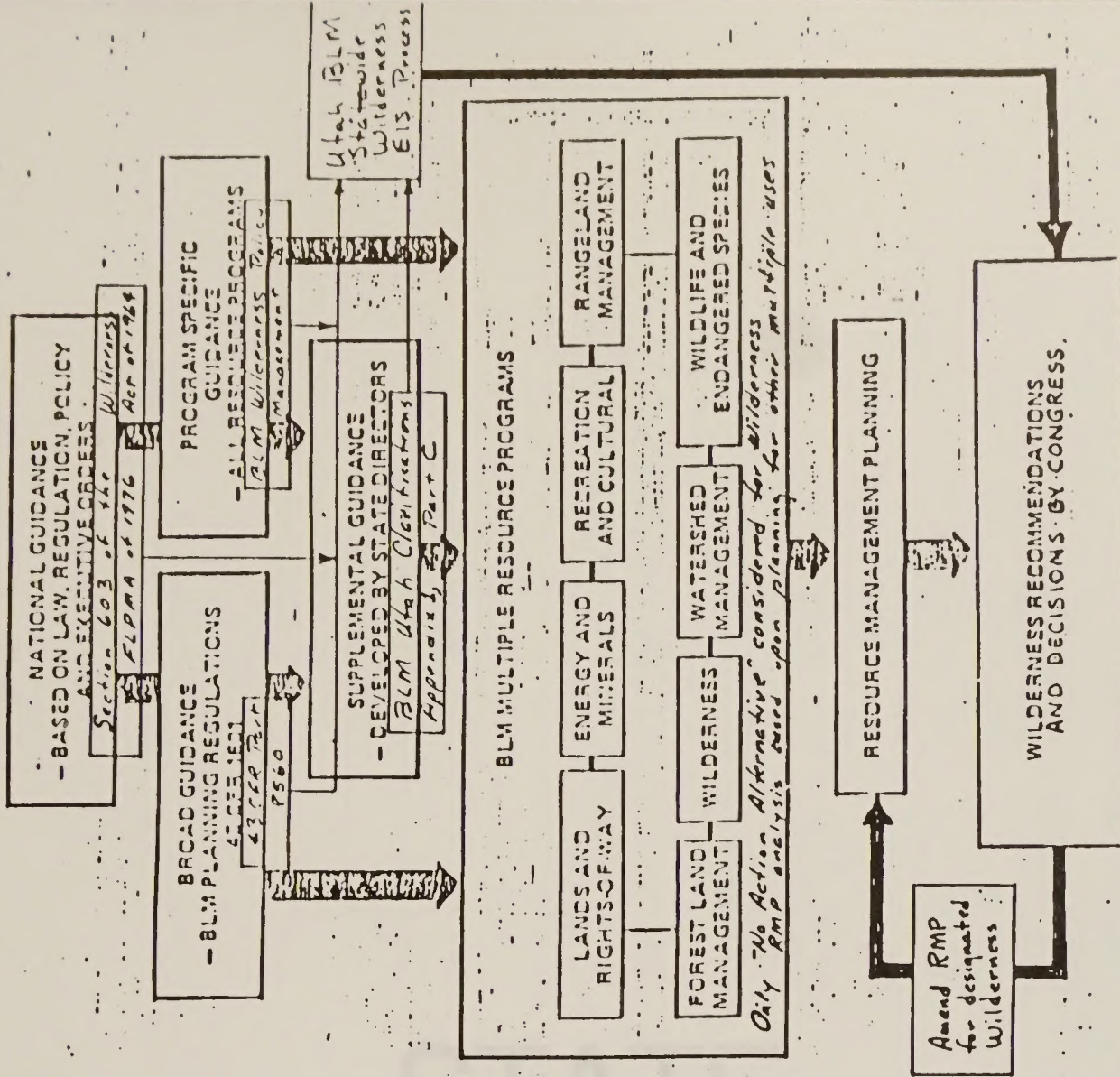
Figure 1: BLM PLANNING SYSTEM



BLM/MS CODE 4310-10-1

Amended Figure 1:

BLM PLANNING SYSTEM



* Amended by EPA to reflect
Utah BLM Statewide
Wilderness EIS Process
September 9, 1986

STATE GOVERNMENT AGENCIES

STATE GOVERNMENT AGENCIES



STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY
84114

NORMAN H. BANGERTER
GOVERNOR

March 17, 1986

Mr. Roland G. Robison, State Director
Bureau of Land Management
Utah State Office
324 South State, Suite 301
Salt Lake City, UT 84111-2303

Dear Mr. Robison:

As you know, I have appointed a Wilderness Subcommittee of the Resource Development Coordinating Committee to review the BLM Statewide Wilderness Draft EIS. They have begun their review, and after much deliberation and consultation with state and local government officials, have concluded that an extension of time for review of the draft EIS is warranted and necessary.

The extensiveness of the draft EIS, and the many issues it involves, requires an equally extensive review be conducted to ensure that the opportunities and impacts of BLM wilderness designations on the people of Utah be thoroughly understood. I feel that such a thorough review will necessitate a longer review period than is presently allowed for. Also, discussions with other state and local government officials has convinced me that virtually all are in agreement on the need for more time. I suggest that the review period be extended an additional 45 days to give a total review period of 180 days.

This should be sufficient for a thorough review of the draft EIS. It is my understanding that extending the public comment period will not impede or delay the wilderness study process in any significant way. If you concur with me on this point, then I respectfully request that you grant this extension of time.

Sincerely,

Norman H. Bangarter
Norman H. Bangarter
Governor

NHB:dch

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
	SD		
	ASD		
	PAO		
	EEO		
	MR		
	L & R		
	Oper.		
	Admin.		

Action: _____
Info: _____
Discuss: _____

ret.-



STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY
84114

NORMAN H. BANGERTER
GOVERNOR

August 15, 1986

Roland Robison, State Director
Bureau of Land Management
324 South State Street
Suite 301
Salt Lake City, Utah 84111-2303

Dear Mr. Robison:

I am pleased to transmit the state of Utah comments on the BLM Statewide Wilderness Draft EIS. I thank the Bureau for the opportunity to comment on the proposed wilderness areas and also compliment you for the responsible and professional way in which you have addressed this difficult issue.

In response to the BLM's efforts to identify land suitable for wilderness designation, the state has prepared an analysis of the 82 Wilderness Study Areas. Enclosed are both technical comments and an area by area assessment. There are, however, several issues that need to be raised as they apply to the entire process.

Areas of Concern

Before any land is designated as wilderness, certain questions and conflicts must be resolved. Several groups have expressed concern over the following issues which they feel have not been adequately addressed. Those include water rights, inheld and adjacent lands, predator control, the affect of a wilderness designation on livestock grazing, mineral conflicts and multiple use.

Water Rights

The recent Colorado case, Sierra Club v. Block (1985), has sparked a lot of controversy over water rights in wilderness areas. The district court held that the Congress impliedly reserved water rights with the passage of the 1964 Wilderness Act. This ruling concerns appropriators whose water rights may be negatively effected or lost with a wilderness designation. To avoid potential conflicts, a wilderness bill could specifically exclude reserved water rights from a wilderness area.

Page 2
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S-1.2

Inheld and Adjacent Lands

State school trust lands are significantly involved in the wilderness proposal. In fact, 193,000 acres or one-tenth of the proposed wilderness areas are State-owned. To prevent conflicts between the State and Federal government, trade-out provisions for inheld lands would have to be incorporated into any wilderness bill. At the same time, water rights would have to be addressed. Many water rights are filed in the name of the State on State lands in some of the WSAs.

The federal government rarely compensates owners for land taken in the wilderness process. Its priorities for dealing with inholdings are 1)through donation by the non-federal owners, 2)through cooperative management agreement with the non-Federal owner, 3)through exchange and 4)through purchase. Private inholdings exist on some WSAs. Under a wilderness designation, it is unclear whether the private owner would receive adequate compensation. Given the amount of wilderness in Utah, there is little information on the effects that a wilderness designation would have on limiting the use of nearby lands. Restrictions on motorized access and other management conflicts could impact adjacent lands.

Predator Control

S-1.3

Predator control is only allowed in wilderness area to protect endangered species or on a case-by-case basis to prevent severe livestock losses. In any event, a wilderness designation tends to limit predator control. This could adversely affect adjacent grazing lands.

Affect of Wilderness Designation on Livestock Grazing

S-1.4

Current levels of grazing would be allowed to continue, but wilderness restrictions would affect predator control, motorized access, salting, fencing, well and stock pond maintenance, and veterinary practices. Cattle ranchers maintain that wilderness restrictions decrease useable land even though such a designation appears not to influence grazing levels. Transfer of grazing allotments from one livestock operator may also be more difficult if the land is in a wilderness area. Some feel that land value would decrease.

Page 3
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S-1.5

Mineral Conflicts

Several oil and gas companies have submitted reports expressing concerns about "locking up" mineral resources under a wilderness designation. The data about mineral potential in the WSAs is conflicting and many times speculative because of limited surveys of the areas. The key to resolving the conflict between the need for mineral development and land preservation is an accurate and comprehensive mineral survey so that an informed balancing of interests can take place.

Multiple Use

S-1.6

Many county master plans designate land in or around the WSAs as multiple use areas. A wilderness designation allows previous uses of the land to continue. However, generally the only new use allowed in the wilderness area would be hiking, backpacking, camping and associated activities. For this reason, wilderness is often seen as a "single use" designation. A more accurate description of wilderness is "restricted multiple use."

Conclusion

S-1.7

A Wilderness Bill will be drafted in the future. To avoid conflict and to best meet the needs of user groups and environmentalists, each WSA must be looked at separately to determine if the area should receive an all wilderness designation, a partial wilderness designation or a no wilderness designation.

The state is not prepared at this time to make a specific recommendation on each wilderness area. There needs to be more information on the issues outlined above before such a recommendation could be responsibly made. The state will continue to work actively with the BLM and the Congressional delegation to gather the appropriate information and address this issue. This report attempts to give specific information on each WSA so an informed decision on wilderness designations can be made in the future.

Sincerely,

Norman H. Bangert
Norman H. Bangert

Technical Comments

This section is a compilation of all comments, both general and specific, relating to the contents of the Draft EIS. It begins with a discussion of concerns with the way some issues or topics were analyzed in general in the DEIS. It is followed by more specific comments by DEIS volume and page number. These comments all relate to the content of the DEIS and are submitted as constructive criticism of those contents. These comments are not to be construed as an endorsement or acceptance of the content of the DEIS but merely a review of those contents.

1. General Technical Comments

a. Recreation Use Projections

Estimates of recreation use and of growth rates applied to recreation estimates are unsupported. While the 1980 SCORP (Statewide Comprehensive Outdoor Recreation Plan) is cited, the growth rates that the BLM applied are two to three times lower than those estimates. Two percent per annum is probably not a good average to use. Perhaps that may be appropriate for some areas, but WSAs that are nearby to urban population centers, such as the Wasatch Front, warrant a much larger estimate.

There is some question, also, concerning unknown usage of a specific area. In many of the discussions, there is a statement to the effect that present usage levels are unknown, but the BLM estimates "X" usage per year (usually quite low). There is no documentation for this estimate, and for many areas, it is believed that estimate may be in error. When an imprecise growth factor is applied, errors are multiplied by errors. The result is even larger possible errors.

These estimates and multipliers are used throughout the volumes. It would be useful to approach this problem in specific rather than generic terms. In other words, estimates of usage and growth should be derived for specific areas whenever possible. For geographic areas that are proximal to highly urbanized population centers, it would be reasonable to assume that a) current use is higher because access is better and the area is closer and b) growth in future use is apt to be significantly higher than the 2 percent per year figure applied by the BLM.

Finally, besides improving the recreation use projections methodology used, each volume should deal with recreation use projections consistently. Volumes II and III in particular do not go into the same level of detail as other volumes. This dissimilarity and inconsistency among volumes prevents comparisons of anticipated usage among WSAs.

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b. Valuation

There have been a number of scientific studies conducted recently in order to determine the "value" of wilderness. The economic benefits and costs of wilderness designation should at least include reference to these research efforts. The findings of these studies are significant in terms of a "benefit-cost analysis" implied by the narrative in the DEIS. Two studies warrant mention. The first is entitled

"Wilderness Resource Economics: Recreation Use and Preservation Values" (Richard Walsh, Richard Gillman, and John Loomis; Department of Economics, Colorado State University, Fort Collins, Colorado, May 1981). This work is an application of some of the concepts introduced by Krutilla and Fisher's classic works "The Economics of Natural Environments" (John Krutilla and Anthony Fisher; Johns Hopkins University Press, Resources for the Future, 1975). The findings are that the general population would be willing to pay for the preservation of wilderness resources. Further, these derived values (option value, existence value, and bequest value) should be added to recreation use values in order to find the total economic value of wilderness to society.

The estimates for these values were found to be significantly higher than those used by the BLM. The average benefit from recreation use value is estimated to be about \$14 per visitor day in Colorado. Additionally, a total preservation value of about \$14 per visitor day was the estimated value for the existing 1.2 million acres of designated Wilderness in Colorado by Colorado residents in 1980. This figure is an annual payment that these residents would be willing to pay in order to retain the preservation of existing areas.

The term preservation value is actually a combination of these components:

Annual Option value	\$5.00
Annual Existence Value	5.00
Annual Bequest Value	4.00
ANNUAL PRESERVATION VALUE	14.00

Option value is the benefit that accrues to the individual for the OPTION to visit wilderness areas in the future. Existence value is the benefit that results from the satisfaction derived by knowing that such natural areas exist, regardless of the respondent's intention to visit the area. Bequest value is derived from the knowledge that these areas will be available for future generations for utility as a wilderness area.

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(cont.)

In summary, the report "Wilderness Resource Economics" implies that if wilderness allocation decisions are based on insufficient information, it is likely that an inefficient amount of land will be allocated (either too much or too little). An accurate determination of costs and benefits of designation will provide the data necessary for an efficient mix of wilderness and all other, nonwilderness lands.

Another study conducted by the BLM in Arizona seems to validate the estimates of value cited in the study mentioned above. The report is entitled "Arizona Wilderness Public Opinion Survey: A Descriptive Report" (U. S. Department of the Interior; BLM, Phoenix, AZ, October 1983). Because this is a BLM publication, most of the details will not be cited.

However, it is significant that an estimate of value similar to the Colorado study was found. Of the respondents who remembered details of trips, average costs of \$18.86 per person for a two-day trip, were cited. Additionally, users were willing to pay an average of \$8.63 more for the trip if necessary. The total of these is \$27.49 per person for a two-day trip, or about \$14.00 per day per person. Further, almost one-third of all respondents would be willing to donate funds for wilderness (similar to preservation values in the previous study). The average donation for preservation values would be \$36.87 annually. These figures imply that the value estimates used by the BLM may be far too low.

c. Wilderness Values

It appears that different volumes use different criteria for determining "special features." Some districts include everything outstanding about a specific area, while other districts reject outstanding features (e.g., see Technical Comments on Cougar Canyon and Fifty Mile Mountain). Criteria should be consistent throughout the DEIS.

Tabular presentation of visual resources included in Volumes II and IV by the Richfield District is effective and informative. A similar chart should be included in all WSA analyses.

Lack of distinction between suitable and outstanding solitude and primitive recreation acreage is confusing.

Sometimes qualitative distinctions are made in one analysis but combined in another. The problem is particularly apparent in Volumes IIIA and IIIB.

In some analyses, e.g., Volume II, recreational activities were identified and analyzed for outstanding qualities. This practice of actually listing and evaluating each activity listed should be followed in every WSA analysis.

d. Off-Highway Vehicles

S-1.16

"Off-highway vehicle" (OHV) is the preferred terminology instead of "off-road vehicle" (ORV). The term OHV seems to more accurately capture the essence of this activity. Most "four wheeling" occurs on some type of road, rather than as a cross-country event, and is generally on underdeveloped or primitive roadways. The Utah Division of Parks and Recreation has encouraged various agencies to adopt a standard term (OHV) in order to prevent confusion and inconsistency.

e. State Land Inholdings

In the interest of compiling an inventory of substantially affected trust lands, the Division of State Lands & Forestry has commented on BLM's accounting for lands in Appendix 3, Volume I, and has identified changes for Appendix 3. This should not be construed as meaning that the exchange of these lands will ultimately be requested, nor that these are the only lands the division will want exchanged.

During the briefing conducted by BLM when the DEIS was distributed to state agencies, BLM personnel expressed concern over OMB's opposition on an exchange program solely for the purpose of accommodating wilderness designation. BLM reported further that OMB's position is that state lands surrounded by wilderness are worth less than lands with comparable resources which are not surrounded by wilderness. In other words, wilderness designation diminishes the value of inheld state trust lands. The Division of State Lands and Forestry rejects that position on the grounds that it is tantamount to a breach of the land grant trust by the federal government, a clear violation of the bilateral compact established in the Utah Enabling Act. As officers of the trust, that division would be compelled to take whatever action is necessary, including litigation, to challenge the diminishment of trust asset values.

If the exchange of inheld or otherwise substantially affected trust land does not occur for some reason, then the discussion of impacts on page 119 of Volume I of the DEIS is too passive in nature. The adverse effects on the manageability of the proposed wilderness may be so significant that some WSAs would not be suitable for wilderness designation. Portions of some WSAs would have to be dropped from further consideration because the WSA is dissected by state land, e.g., Canaan Mountain. Other WSAs dissected by state land would have to be studied as two WSAs rather than one, e.g., Scorpion.

Vegetative manipulation, other range improvements and water development could occur on state lands, possibly without regard for visual impacts or other impacts on the wilderness values of surrounding lands. Fire management on surrounding lands may be difficult to implement. Some serious legal questions arise

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from fire spreading to state lands due to lack of suppression efforts on adjacent federal lands. BLM should address the manageability issue for each WSA in the Final EIS because the state probably will choose not to exchange out of some proposed wilderness.

Some discussions of land use plans include the types of permits and leases in effect on state lands. Sometimes this information is quantified. There have been changes since the Division of State Lands and Forestry provided lease information to the BLM, and there will be more changes over time. Rather than continually informing the BLM of routine changes in grazing permits or mineral leases, the division will inform the BLM of development activity on leases and permits and the issuance of special use leases, like the HAMOTS facilities, where that activity may impair the wilderness values on WSA land.

f. Maps and Boundaries

S-1.21

Maps are a problem throughout the DEIS. Geographic and other features named and discussed in the text are often not shown or named on the maps. For example, it would have been helpful if range improvements, both existing and proposed, were identified on the maps along with allotment boundaries. This would have given the reviewers an opportunity to more thoroughly analyze the impacts wilderness designation may or may not have on the livestock operations. Also, a map with the locations of mineral and energy potential should be included in each WSA analysis (such as was done in the Oregon Wilderness EIS).

S-1.22

The inconsistency in the drawing of WSA boundaries relative to state lands should be remedied. In some cases, e.g., Paria-Hackberry, Crack Canyon and Mt. Pennell, BLM has gone out of its way to exclude state land. In other instances, e.g., Dark Canyon, the boundary is drawn through a state section. Sometimes state land is not adjacent to the boundary but is excluded by an interior boundary, e.g., Wahweap. Sometimes the boundary avoids federal/ state split estates, e.g., Behind the Rocks. Other times the boundary goes through split estates, e.g., the Cockscomb.

Less effort should be made to draw boundaries along surveyed lines and more effort should be made to draw topographical boundaries.

g. Partial Alternatives

S-1.23

In the case of boundaries for the partial alternatives, it is frequently unclear what resources of a WSA are included or excluded from an analyzed partial. A clear statement should be made in each partial analysis regarding which resources are present or absent within the partial boundaries.

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h. Rationale for Recommendation

A very helpful addition to the DEIS would have been to include in each WSA analysis a section on "Rationale for Selection of the Preferred Alternative," as was done in the Oregon WSA EIS. This would have resulted in the quickest public analysis and the likelihood of greater public input to the BLM. In a few instances, the section DESCRIPTIONS OF ALTERNATIVES, Alternatives Analyzed includes a clear statement which states, "The objective of this alternative is to . . .", followed by substantive information. The districts responsible are to be highly commended.

i. Water Rights

S-1.25

Current state law is not compatible with appropriation of water (without a physical diversion) for instream flow purposes. However, when considering an application to appropriate for approval, the State Engineer considers its impact on the natural stream environment. The 1986 Utah Legislature approved HB-58, which provides for instream flows if an existing perfected water right is transferred to the Utah Division of Wildlife Resources with legislative approval. Any change application then filed by DWR is considered for approval by the State Engineer.

j. Highway Setback for Wilderness Areas

S-1.26

The Utah Department of Transportation recommends that wilderness areas be set back 100 yards on each side of roadways designated as state or federal-aid highways. This should provide for most of the highway improvements that might occur.

The unpredictability of area development and its traffic generation makes it difficult to determine future highway needs. The need to widen or make safety improvements to a secondary nonsurfaced route is more likely than the need to change a portion of interstate alignment.

Since the presence of a highway is not in concert with wilderness intent, we do not feel that this setback and the resulting minimal reduction in acreage would have an effect on the proposed wilderness areas.

2. Volume I/Overview

S-1.27

Page xxv, Tables: Many tables (such as those in Chapter 2) focused on the totals (acreages, AUMs, Management Actions, etc.) for the various statewide alternatives. Few tables were included which show a comparison of the effects on each WSA of site-specific alternatives (such as were included in the Oregon

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S-1.27
(cont.)

WSA Statewide EIS, e.g. Summary-Environmental Consequences, Volume I, page V; Summary of Proposed Management under Each Alternative, Volume I, page 24, Tables 2 and 3; Comparison of Impacts, Volume I, page 26, Tables 2, 3, and 4.) Similar tables would be very useful in the Final Utah EIS.

Tables 25 (U. S. Production of Fuel and Nonfuel Minerals) and 26 (Utah Mineral and Energy Production) were very helpful, as were many tables listing the quantity of a specific item in each WSA (e. g. Table 24, Major Surface Water Supplies Within or Bordering WSAs, Table 27, Past or Existing Mineral and Energy Production from Utah WSAs, and Table 53, Wilderness Values of WSAs). Table 29, Total Estimated In-Place Resources in WSAs, is a typical example of a table which would have been more useful had it listed the data for each WSA. In general, it would be very helpful to indicate the information for individual WSAs in each table which gives statewide totals.

Page 11, The Wilderness System in Utah, Paragraph 1: The Division of State Lands and Forestry objects to the discussion of the Book Cliffs State land block under the heading of "The Wilderness System in Utah." The roadless designation for the state land is an interim decision later to be reviewed in our planning process.

Page 20, Column 2, Highest Quality Wilderness Alternative: This paragraph discusses the Highest Quality Wilderness Alternative as an alternative considered and eliminated from detailed study. This alternative was eliminated because it was not "significantly different than the BLM Proposed Action." This alternative proposes 2,050,922 acres of wilderness as opposed to the 1,892,402 acres of the BLM Proposed Action. This seems like a significant difference.

Page 28, Figure 2: This graph is excellent. It is very helpful in comparing the amounts of wilderness included in each alternative.

Page 77, Big Game Species, Paragraph 5: The Utah Division of Wildlife Resources has also identified Fish Springs WSA as a proposed desert bighorn sheep transplant site.

Page 90, Paragraph 1, Lines 10 & 11: Four ISAs (Book Cliffs, Devil's Garden, Joshua Tree, and Link Flats) that were studied and recommended as unsuitable for wilderness designation are listed. It would be helpful to have more information on the rationale for the unsuitability recommendation or a reference document where such information is available.

Page 95, Proximity to Population Centers: An explanation of how it was determined that the definition of "a day's driving time" equals five hours would be helpful.

Page 118, Items 1, 2, 3 and 5: It should be made clear that items 1-3 apply only to grazing. Section 65 is the correct reference for item 5.

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Page 119, Paragraph 1: Item 6 should be deleted in its entirety; no such statute exists.

Page 119, Item 2: Delete "except those containing coal or other minerals." Mineral rights are reserved in land sales. Section 65-1-4 is not an appropriate reference. Section 565 does not exist.

S-1.36

Page 199, Appendices: It would be helpful to the general public to include an appendix which explains standard management practices and wilderness management policy (similar to the summary found in the Oregon WSA EIS, Volume I, page 17). It would also be useful to include an appendix which explains the methodology used by BLM in determining actual visitor use days in the WSAs.

S-1.37

S-1.38

Page 221, Fish and Wildlife: Reintroduction of desert bighorn sheep to the Fish Springs WSA as proposed will require construction of water guzzlers. Otherwise, a transplant will not be viable.

S-1.39

Page 231, Response to Comment 31: Text should read, "Refer to the response to Comment 30."

S-1.40

Page 281, Paragraph 1: Fifty-seven WSAs have state inholdings.

S-1.41

Page 282-3, Table 1: The title for Table 1 should specify surface ownership. The Dirty Devil WSA includes about 2555 acres of state land. The table lists zero acres of state ownership.

S-1.42

Pages 284-310, Appendix 3: In the interest of maintaining an inventory of substantially affected trust lands, the following changes should be made.

S-1.43

. Mt. Ellen/ Blue Hills: Delete T30S, R9E, SW4SW4 Sec. 32.

640.00, 640.00 Add T30S, R11E, 32-ALL, 640.00

. Mt. Hillers: Add T33S, R11E, 32-ALL, 640.00, 640.00 T34S, R11E, 16-ALL, 640.00, 640.00

. Wah Wah Mtns: Delete T23S, R16W, 2-ALL, 638.52, 638.52

. Add T25S, R16W, 2-ALL, 638.52, 638.52

. North Escalante Canyon/ The Gulch: Add T35S, R5E, 36-ALL, 640.00,

. Road Canyon: For T40S, R19E, Sec. 16, insert comma after N2NW4. 640.00

. Butler Wash: Add T32S, R20E, 32-ALL, 640.00, 640.00

. 3. Volume II/ West-Central Region

GENERAL COMMENTS

S-1.44 The BLM should have included a more thorough discussion of the potential for sediment hosted, disseminated gold deposits in the WSAs. Information on favorable stratigraphic units (impure, carbonaceous limestone and dolomite), presence of positive geochemical indicators (mercury, arsenic, antimony, barium, tungsten, and molybdenum), evidence of paleo hot springs, types of alteration, and presence of favorable structures (brecciation, faulting, etc.) should all be discussed.

S-1.45 The SAI estimates of the metallic resources of these areas should include a statement of assumptions made and a statement of possible sources of error. An estimate of 50 to 500 tons of gold present is meaningless unless made by a geologist with extensive experience in a particular geographic area.

S-1.46 A stratigraphic column should be included with each WSA discussion to insure a thorough review. Many rock formations have particular potential for certain commodities such as the Phosphoria Formation for phosphate, uranium, and vanadium or the Manning Canyon Shale for brickmaking clay.

S-1.47 According to Welsh (personal communication, March 3, 1986), Penstemon nanus was misidentified in certain areas early on in the BLM wilderness review process. It is confused with Penstemon dolius in certain areas. This problem should be discussed with Dr. Welsh and the necessary corrections made throughout the vegetation description sections in the individual WSA discussions as well as in the general information provided in Volume I of the Draft EIS.

S-1.48 A basic criticism of the vegetative analysis is that it was done using a very large scale system, the Bailey-Kuchler ecosystem classification system, that does not allow for site specific comparisons. In Appendix II of Volume I (page 231) the shortcomings of this system are pointed out in the comments section. BLM's replies do not really address the problem of basing decisions on insufficient data. Detailed information about the flora of many of the areas is not available because the scientific work has not been done. It is incumbent on the BLM to create a data base upon which decisions can be based as soon as possible.

SPECIFIC COMMENTS

S-1.49 North Stansbury Mountains WSA
Page 13, Vegetation: The text states that the biotic community is juniper woodland without pinyon and then immediately refers to "this pygmy forest habitat." To which pygmy forest habitat does this refer?

S-1.50 Page 16, Locatable Minerals: There is potential for disseminated gold in the WSA. Other mineral assessment data are in concert with acceptable mineral modeling procedures.

S-1.51

Page 17, Wildlife: Even though UDWR overlays depict sage grouse habitat within the western portion of the WSA, it is highly questionable that sage grouse are present. No recent sightings (within the last 10 years) have been documented on the Skull Valley side of the Stansbury Range.

S-1.52 Page 18, Table 7: There appears to be a discrepancy between the information contained on Table 7 and the narrative in the second column at the bottom of page 18. The information contained in the Livestock Grazing Use Data table indicates that the season of use for the Stansbury Mountain Allotment is from 6/15 to 5/1, which would indicate almost year-round use; whereas, the information contained in the narrative at the bottom part of page 18 indicates that seasonal use takes place in the summer between June 15 and August 1st in the Stansbury Mountain Allotment.

S-1.53

Cedar Mountains WSA

Page 3, Map: Two 40-acre parcels, T3S, R10W, Sec. 8: NWSE, and T4S, R10W, Sec. 17: SESE, are shown as private land. These parcels are split-estate lands. The state owns the minerals.

S-1.54 Page 4, All Wilderness Alternative, Paragraph 1: An inconsistency is noted in the content of this discussion for this WSA vis-a-vis other WSAs. Elsewhere this discussion mentions the acquisition of adjacent state lands. Here it does not.

S-1.55 Page 11, Wildlife, Paragraph 2: A limited number of antelope occupy the western portion of the WSA and should be added as a big game species in the area.

S-1.56 Page 18, Wildlife: Antelope should be added as animals that would be dispersed from the areas of localized disturbance.

Deep Creek Mountains WSA

S-1.57 Page 1, Response to Comment 3: The response states that chemical treatment of water, stream stabilization and enhancement would probably be allowed if wilderness protection criteria could be met. Some if not all of those activities will be necessary in Birch, Trout, Granite, Red Cedar, Indian Farm and Thomas (Tom's) creeks in order for UDWR to reestablish and manage Bonneville cutthroat in those streams as planned.

S-1.58 Page 17, Geology, Paragraph 1: The document states that "the northern half of the range differs markedly from the southern half, although some common geologic structures are evident along the entire range." No further information is given on what is in the northern OR southern half or what is common. The only rock unit discussed is the granitic intrusive in the middle of the range. This section should be considerably expanded.

S-1.59 Page 17, Vegetation, Paragraph 4: What information is available about the age of the bristlecone pines in this WSA?

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- S-1.60** Page 17, Vegetation, Paragraph 7: Penstemon nanus is not found in this area. It was misidentified early on in the BLM wilderness review process. The correct species is Penstemon dolius (Stan Welsh, personal communication, March 3, 1986).
- S-1.61** Page 21, Wildlife, Paragraph 1: The estimated number of 460 mule deer inhabiting the Deep Creek Mountains is low in view of the fact that 401 bucks were reportedly harvested on Deer Herd Unit 62A in 1984. Most of those would have come from the Deep Creek Mountains.
- S-1.62** Page 23, Recreation, Paragraph 1: Attempts have been made in the past and are continuing by UDWR to eliminate rainbow trout from Trout and Birch creeks and manage them only for Bonneville cutthroat trout.
- Fish Springs WSA
- S-1.63** Page 8, Paragraph 4: The desert bighorn sheep transplant proposed by UDWR will require water guzzlers since there is no water present in the area. No specific water guzzler sites have been identified at this time.
- S-1.64** Page 9, Geology: This section should include mention of rock units, ages, etc.
- S-1.65** Page 10, Partial Wilderness Designation, Paragraph 1: The summary states, "All of the existing mining claims are on the margins of the WSA and would be in the nondesignated area." This is inconsistent with other statements on page 25 that suggest claims are present in the designated area.
- S-1.66** Page 12, Vegetation, Paragraph 3: Although it is highly unlikely that there are endangered species in this area, it would be more correct to state that, "No threatened, endangered, or sensitive plant species are known to occur . . .", since the area has not been studied.
- S-1.67** Page 13, Locatable Minerals: This section does not state that mines exist less than one-half mile from the WSA boundary and that workings from this mine might trend under the WSA. Also, disseminated gold potential in carbonates is not discussed.
- Rockwell WSA
- S-1.68** Page 6, Geology: This is more of a topographic, geomorphic description than a geologic description. What geologic units might be expected to subcrop below the dunes? What economic potential would be expected from these units?
- S-1.69** Page 8, Vegetation: It would be more correct to say, "According to Welsh (1979) and herbarium records, there are no threatened, endangered, or sensitive plant species known to occur within the Rockwell WSA."

- S-1.70** Page 3, Map 1: Section 2, T16S, R14W is State land, not BLM land as shown.
- S-1.71** Page 9, Geology: There is no mention of rock units, ages, alteration, etc., in the WSA; again, as in the description of the Rockwell WSA, it is more of a physiographic than a geologic description.
- S-1.72** Page 13, Locatable Minerals: Arsenic, antimony, mercury, reported to occur on claims in the WSA, are "pathfinder" elements possibly indicative of disseminated gold.
- S-1.73** Page 14, Wildlife, Paragraph 2: The estimate of 500 deer using the area during the winter is low. Investigations by UDWR indicate 1,000 plus deer migrate into and/or through the area during the winter.
- Swasey Mountain WSA
- S-1.74** Page 11, Vegetation: It would be clearer if the words "are known to" were inserted prior to the word "occur."
- S-1.75** Page 12, Locatable Minerals: There is no mention of potential for gold associated with volcanics or disseminated into sediments juxtaposed with volcanic centers. There is also no mention of potential for carbonate-hosted silver, lead, zinc, etc.
- S-1.76** Page 14, Cultural Resources: The statement on cultural resources is well done.
- S-1.77** Page 16, Column 1, Paragraph 1: T18S, R14W, Sec. 2: S2NW4NW4NW4, N2SW4NW4NW4, is leased to the U. S. Air Force for the installation of a HAMOTS facility. The facility will be installed (constructed) this year.
- Howell Peak WSA
- S-1.78** Page 3, All Wilderness Alternative, Paragraph 1: The word "not" should be deleted from the sentence, "Two of seven state sections adjacent to the WSA likely would not be exchanged."
- S-1.79** Page 10, Wildlife, Paragraph 3: The WSA is located within the West Desert Antelope Herd Unit and not the Southwest Desert Antelope Herd Unit as stated.
- S-1.80** Page 11, Cultural Resources, Paragraph 3: There are records of some historic ranches in the area. The DEIS neglects this information.
- S-1.81** Page 12, Land Use Plans and Controls, Paragraph 2: Part of an adjacent state section, T17S, R17W, Sec. 36 is leased to the U. S. Air Force for the installation of a HAMOTS facility. The facility will be installed (constructed) this year.
- Conger Mountain WSA
- S-1.82** Page 15, Geology: The overall geologic description is poor. What are the ages and facies of rock outcrops? What alteration is noted at contacts with the Jurassic intrusive? Are there any low-angle faults described? As noted on page 17,
- Notch Peak WSA

S-1.82
(cont.)

gold and tungsten have been mined in the area. Mineral potential could be in excess of favorability noted in Table 4, page 16

S-1.83

Page Vegetation: According to Welsh (personal communication, March 3, 1986), a newly described rare species has been identified in the House Range. The species is Primula domensis (Kass and Welsh).

S-1.84

King Top

Page 9, Geology: There is no mention of rock units by age or facies nor existence of intrusives or volcanics. It is difficult to characterize geology and economic potential from such data.

S-1.85

Page 13, Locatable Minerals: Favorability for uranium may be low. The statement about surface volcanics (extrusives?) being source rocks is misleading. Apparently, what is meant is that there are no outcrops of intrusive source rocks.

S-1.86

Page 15, Cultural Resources: More contextual information should be provided about the town of Ibex since the mining activities significantly impact the general area.

Wah Wah Mountains WSA

Page 4, All Wilderness Alternative, Paragraph 1: An error in the WSA Exchange List (Volume I, Appendix 3) supplied by the state probably causes some confusion. T23S, R16W, Sec. 2 on the exchange list should be T25S, R16W, Sec. 2. That would make it six state sections within or nearly surrounded by the WSA and three adjacent sections that would likely be exchanged.

S-1.88

Page 5, Map 2, and Page 8, Map 3: To be consistent with other maps in the document, Section 36, T25S, R16W should not be inside the WSA boundary (see map on page 3).

S-1.89

Page 12, Geology: In addition to minimal references to "tertiary volcanism" and "Paleozoic rocks", there should be more information about rock units, ages, etc.

S-1.90

Page 17, Land Use Plans and Controls, Paragraph 1: To be consistent with the discussion on page 4, the second sentence should read, "... state sections within or nearly surrounded by the WSA. . . ."

4. Volume III Part A/ South-West Region

GENERAL COMMENTS

Information on cultural resources is weak or nonexistent for most WSAs. Statements of minimal conflict with cultural resources are not supported in the DEIS.

S-1.91

SPECIFIC COMMENTS

Cougar Canyon WSA

Page 1, Introduction, Paragraph 1, Last Sentence: Is this statement true for both Utah and Nevada?

S-1.92

S-1.93

Page 8, Geology: There is no discussion of geologic structure or unique geologic features; this is a geographic rather than a geologic description.

S-1.94

Page 10, Locatable Minerals: The possibility for bulk tonnage gold, either in volcanics or in the intrusives, should not be discounted.

S-1.95

Page 13, Special Features: This interpretation of the Wilderness Act is highly imaginative and the logic which follows is flawed. Section 2(c) of the Wilderness Act states, "... (4) may also contain ... scenic ... value." The more than 5000 acres of Class A scenery in Cougar Canyon WSA is, by definition, "unusual or outstanding." If, as stated, the scenery is not unusual, then it must be outstanding. Therefore it must have scenic value, as does all other Class A scenery. Furthermore, if the argument is accepted that any scenery which exists in more than one place (square foot? acre? section? WSA?) in Southern Utah or Nevada is not unusual, then it might be possible to state there is no unusual scenery in Southern Utah, which is patently false. A broader perspective would be appropriate here.

Red Mountain WSA

Page 10, Geology: There is no discussion of the limestone, conglomerate, or basalt formations found in the WSA mentioned in the text.

S-1.96

S-1.97

Page 15, Wildlife: The UDWR's Southern Region has proposed to the Dixie Resource Area BLM Office stocking desert bighorn sheep on Red Mountain. The action is still proposed but not mentioned in the DEIS.

Cottonwood Canyon WSA

Page 12, Geology: More information on uranium and mining methods is needed.

S-1.98

Deep Creek Mountains WSA

Page 11, Wildlife, Paragraph 4: The DEIS states that only light hunting pressure and that no critical habitat for big game occurs within the WSA. The UDWR believes that the area receives substantial hunting pressure and that an unquantified amount of critical deer winter range exists.

S-1.99

Page 2, No Action Alternative, Paragraph 1: It is

suggested that the term "near" not be used to describe the proximity of non-BLM lands to WSAs. State mineral lands lie adjacent to the WSA; in fact, the WSA boundary was changed from earlier versions to exclude state/private split-estate. An inconsistency is noted in the mapping of split estate lands, e.g., Cedar Mountains WSA vs. Deep Creek WSA.

S-1.100

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S-1.101 Page 9, Geology, Paragraph 3: "Rocks of Jurassic Age, with a total depth of 1,500 feet" should probably read: "... with a total thickness of 1,500 feet."

S-1.102 Page 9, Geology, Paragraph 4: "Minor outcrops of undivided Jurassic sediments" should probably read, "... of undifferentiated Jurassic sediments."

S-1.103 Page 4, All Wilderness Alternative, Paragraph 1: Two state sections are within the WSA (page 1, paragraph 1). Same comment for page 24, paragraph 1.

S-1.104 Page 5, Map: The WSA boundary wrongly excludes the "cornered" state inholding.

S-1.105 Page 23, Special Features: Are there threats to the Foote Ranch Road if the wilderness alternative is not followed?

Orderville Canyon WSA

Parunuweap Canyon WSA

Canaan Mountain WSA

S-1.106 Page 1, Paragraph 1: The acreage of state inholdings (3250 acres) does not include the cornered inholding wrongly excluded on Map 1 (page 4) and is inconsistent with acreage indicated on page 3 for the No Action Alternative. State inholding acreage should be approximately 3890 acres. The same comment is applicable to page 5, All Wilderness Alternative.

Page 4, Map: Two state inholdings, T43S, R10W, Sec. 2 and T43S, R9 1/2W, Sec. 32 are not shown.

Page 6, Map: The WSA boundary wrongly excludes the cornered state inholding.

Page 8, Map: Why is the WSA boundary in T43S, R10W, Sec. 2 drawn as shown? Section 2 is state land?

Page 21, Paragraph 4: State land acreage is approximately 3890 acres.

Mogulith Mountain WSA

S-1.107 Page 1, Paragraph 1: If the 40 acres of private inholdings are found at T44S, R7W, Sec. 3: Lot 4, they are not shown on Map 1. The state owns the minerals on this parcel.

Page 1, Response to Comment 1: Since Astragalus ampullaris has been found approximately one mile southeast of the west boundary of the WSA, it is highly likely that the ecological conditions necessary to support this species exist within the WSA boundary. Just because it has not been found inside the boundary line does not mean that it should not be discussed in the DEIS

S-1.109 Page 4, All Wilderness Alternative, Paragraph 1: The 680.42 acres of state land probably includes 40.42 acres of minerals only (see first comment).

The Blues WSA

S-1.110 Page 6, Geology: What part of the Cretaceous section is exposed on the surface?

S-1.111 Page 10, Leasable Minerals: The discussion of oil and gas is well done.

S-1.112 Page 11, Paragraph 3: While moisture content of 18.3 percent and average ash content of 13.6 percent are higher than normally found in Western coals, the average BTU value of 11,683 is quite good and makes the statement of general "poor to moderate quality" subject to question.

S-1.113 Page 17, Vegetation: 1,130 acres disturbed for mineral exploration and development seems high.

Mud Springs Canyon WSA

S-1.114 Page 12, Coal, Paragraph 3: The statement concerning nondevelopment of the deeper coal in this WSA seems questionable. Coal is generally mineable down to 3,000 feet with some increase in cost as the depth increases but not necessarily enough to make the 1,000-foot coal producible and the 3,000-foot coal nonproducibile in the same mine.

Paria-Hackberry WSA

S-1.115 Page 1, Paragraph 1: The 8371 acres of state inholdings do not include the cornered inholding wrongly excluded on Map 1. State inholding acreage is 0010.12 (surface) and 9419.12 (mineral). The same comment applies to page 4, paragraph 3 and page 22, column 2, paragraph 2.

Page 5, Map: The surface of the state land shown in T40S, R1W, Sec. 16 was conveyed to the United States; the state retained the minerals. Page 22, column 2, paragraph 2, should be changed.

Page 13, Geology: A discussion of structure or regional setting is lacking.

S-1.117 Page 18, Leasable Minerals: The oil and gas discussion is well done.

S-1.118 Page 21, Special Features: There should be a discussion of the proposal to amend the Vermillions Cliffs Management Framework Plan to designate No Man's Mesa as a Research Natural Area. The state has endorsed the proposal in recognition of the unique values of the relict plant associations found in the area.

S-1.120 Page 22, Column 1: A number of high-value scenic areas are identified. Are these areas included in the proposed action (partial wilderness)?

The Cockscomb WSA

S-1.121 Page 1, Paragraph 1: The WSA boundary extends over three sections in which the state owns the minerals (see Volume I, page 297). The existence of state mineral inholdings affects the text of page 4, No Action Alternative, paragraph 1 and dot 1; page 5, Map 1; page 6, paragraph 1 and dot 1; page 8, dot 4, Partial Wilderness Alternative, paragraph 1 and dot 1; page 10, dot 8; page 19, Land Use Plans and Controls, paragraph 1; page 13, Land Use Plans and Controls; page 22, Locatable Minerals;

S-1.121 (cont.) page 24, All Wilderness Alternative, paragraph 1; page 26, Land Use Plans and Controls; and, page 29, Land Use Plans and Controls. The BLM was provided with the information on state mineral inholdings during the state's review of the SSAs. Is there a question as to ownership or are these unintentional omissions?

S-1.122 Page 11, Geology, Paragraph 2: The designation "the Cockscomb formation" makes this sound more like a lithologic unit than a topographic feature.

S-1.123 Page 11, Geology Paragraph 3: The Navajo Formation is Triassic/Jurassic in age.

S-1.124 Page 12, Table 1: The table gives no relative coal impacts for the All Wilderness and Partial Wilderness alternatives.

5. Volume III Part B South-West Region

GENERAL COMMENTS

S-1.125 Information on cultural resources is weak or nonexistent for most WSAs. Statements of minimal conflict with cultural resources are not supported in the DEIS.

SPECIFIC COMMENTS

S-1.126 Page 1, Paragraph 1: State inholdings total 9720.84 acres. Same comment applies to page 28, paragraph 3.

S-1.127 Page 8, All Wilderness Alternative, Paragraph 1: Fifteen inheld and 13 adjacent sections would be exchanged.

S-1.128 Page 9, Map: The WSA boundary in the Pet Hollow area differs from that on Maps 2 and 3.

S-1.129 Page 14, Paragraph 3: Eight state sections total 5191.6 acres.

S-1.130 Page 13, Geology: The geologic discussion is well done.

S-1.131 Page 22, Mineral and Energy Resources: The overall potential for energy mineral development, the large number of issued coal leases, and a resource estimate of approximately 1 billion tons of coal support a OIR of 3 or possibly higher.

S-1.132 Page 23, Coal: The phrase "one-third to one-half of the coal is recoverable" is frequently used for WSAs with coal resources without specifying that this assumes a room and pillar mining method; longwall mining would obviously produce much higher yields.

S-1.133 Page 25, Wildlife: The area has potential to attract desert bighorn sheep from adjacent habitat. Chukar and Gambel quail have been stocked in the WSA.

S-1.134 Page 27, Primitive and Unconfined Recreation: The statement is made that no outstanding opportunities for primitive recreation exist in the WSA, but public comments contradict this statement.

S-1.135 Page 27, Special Features: Scenic value areas should also be identified on a map to aid the reader in determining whether they are included in the Partial Alternative.

S-1.136 Page 30, Geology: Mineral development would, in all probability, cause greater surface disturbance than the 330 acres suggested.

S-1.137 Page 38, Locatable Minerals, Paragraph 2: The assumption is made that locatable minerals are evenly distributed in the WSA. This is a poor assumption since locatable minerals are generally not evenly distributed.

S-1.138 Page 13, Wildlife: Desert bighorn sheep frequent the area. Mule deer are yearlong residents, not winter visitors only. There is a current proposal to stock bighorn sheep into an area of the Glen Canyon Recreation Area, just south of the WSA. These sheep could move into the Burning Hills WSA.

Death Ridge WSA

S-1.139 Page 3, No Action Alternative, Paragraph 1: Pages 1 and 16 correctly mention state inholding acreage of 3840 acres (approximately).

S-1.140 Page 13, Paragraph 4: The discovery (exploration) phase of a 1,500-ton U308 ore body would probably require surface disturbance well in excess of the 250-acre extent indicated. The 250-acre figure could represent the disturbed acreage during the actual production stage. In reality, present and near-term postulated economics will require grades greater than .01 percent eU308, reducing the size of potential ore bodies while increasing the amount of area disturbed during discovery.

S-1.141 Page 14, Cultural Resources: The document contains a good statement on cultural resource values.

Phipps-Death Hollow ISA

S-1.142 Page 14, Carbon Dioxide: More information should be supplied on the CO₂ resource. Useful information would answer such questions as, 1) is the resource contained in one reservoir or are there smaller discrete reservoirs; 2) how does the low pressure of the resource affect its economic viability; and 3) how does the regional hydrodynamic drive affect the resource location and volume estimates?

S-1.143 Page 15, Locatable Minerals: The low rating for locatable minerals seems reasonable.

S-1.144 Page 15, Wildlife: There are significantly higher numbers of deer using the area during winter than the DEIS states.

S-1.145 Page 14, Locatable Minerals, Paragraph 6: The phrase "any potential deposit would not be expected to exceed 500 tons uranium oxide at a forward cost of \$100 dollars per ton" is

Steep Creek WSA

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S-1.145
(cont.)

confusing. Does this mean that there is potential for a 500-ton resource in the area at a projected market price of \$100/per pound?

S-1.146

Page 15, Locatable Minerals: Assessment for acreage disturbed by uranium production should be revised upward to reflect road and drill pad disturbance during exploration for hypothetical deposits. Overall the potential for single high-grade deposits (greater than .15 percent U3O8) of one million lbs. size is low. Copper associated with uranium at grades noted in the report cannot compete with other higher grade/tonnage deposits in the USA.

S-1.147

Page 16, Table 4: The Circle Cliffs allotment identifies 619 acres as suitable for grazing in the WSA and a AUM grazing preference of 1,530. This would equate to approximately 2.5 AUMs per acre. Without having any additional information, this would seem to be an unrealistic grazing allocation for this particular vegetation site.

S-1.148

Page 30, Wilderness Values: The acreage figures for outstanding solitude and primitive recreation differ from those on page 18, paragraph 3 (solitude) and page 18, paragraph 4 (recreation).

S-1.149

North Escalante Canyons/The Gulch WSA

Page 1, Paragraph 1: The 452 acres of split estate is outside the WSA, according to the maps. The 8897 acres of inholdings include 40 acres within the Glen Canyon NRA.

S-1.150

Page 5, Map: The state will amend the WSA Exchange List (Volume 1, Appendix 3) to include Section 36, T35S, R5E, which the BLM has identified correctly as an inholding. The WSA boundary in the southeast includes two state sections which are usually excluded when the boundary is drawn.

S-1.151

Page 19, Mineral and Energy Resources: There is a problem with tar sand resource figures; the No Action Alternative discusses 14 million barrels of oil from tar sand while the 100,300 acre Partial Alternative designation lists 38 million barrels of oil recoverable from tar sands.

S-1.152

Page 24, Tar Sand: The near-term potential for commercial tar sand is generally considered to be low; present technology and economics make these deposits unlikely to be developed in the near future.

S-1.153

Page 25, Uranium: The favorability assessment seems reasonable but it might be advisable to use a .01 percent cut off for economics if radiometric logs are the basis of grade; a .03 percent cutoff might be preferable.

S-1.154

Page 25, Copper: An SAI rating for copper is probably unnecessary.

S-1.155

Carcass Canyon WSA

Page 3, Map: A legend should be included for the split estate.

S-1.156

Page 10, Mineral and Energy Resources: Based upon drilling success by Exxon in the Salt Wash Member of the Morrison Formation (or equivalent), there may be potential for one million pound plus uranium deposits at grades greater than .07 percent U3O8 in the WSA; however, a considerable increase in uranium price would be necessary in order to stimulate exploration. The OIR of 3+ may be too high if the oil and gas potential is low.

Page 9, Geology: The identification of paleontological resources is helpful.

S-1.157

Scorpion WSA

Page 9, Geology, Paragraph 1: The Colorado Physiographic Province should probably read Colorado Plateau Physiographic Province.

S-1.158

Page 14, Wildlife: Desert bighorn sheep frequent Twenty-Five Mile Wash.

S-1.159

Page 6, Partial Wilderness Alternative: In the Description of Alternatives on page 4, under the All Wilderness Alternative, it indicates that there are 2,496 AUMs in the WSA. On page 6, under the Partial Wilderness Alternative, it indicates that there are 380 AUMs within this partial designation. Yet under the Environmental Consequences of Alternatives discussion on page 27, it identifies 9,700 as the partial designation, with 261 AUMs in this designated area. Both the acreage and the AUMs appear to be in error. Which are the correct figures?

S-1.160

Page 27, Wilderness Values: Is Class A scenery included in the partial?

S-1.161

Page 6, Geology: More detail on the Jurassic Formations would have been helpful.

S-1.162

Page 10, Column 2, Paragraph 1: Which are the other two ISAs?

S-1.163

Fifty Mile Mountain WSA

Page 1, Paragraph 2: The WSA includes some split estates (Volume 1, Appendix 3). The existence of split estate lands will affect the text elsewhere. Information on the split estate lands was provided to BLM during the state's review of the SSAs.

Page 3, Map: The legend for state lands is wrong.

Page 11, Map: Cornered state sections should not be excluded as shown.

Page 15, Paragraph 2: Fourteen state sections (more acreage) likely would be acquired under this alternative.

Page 23, Locatable Minerals: Uranium exploration in the early 1980s may have encountered commercial ore grades in the Morrison Formation in this WSA.

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S-1.165	<p><u>Page 25, Wildlife:</u> The Utah Division of Wildlife Resources has proposed to the BLM to stock elk in this area. Chukar are found in the WSA.</p>
S-1.166	<p><u>Page 26, Visual Resources:</u> The statement that the visual resource inventory classified "135, 343 acres as exceptional (Class A)" seems to contradict page 28, Special Features, paragraph 5 which states, "The aggregate area of outstanding scenic values in the WSA is about 19,200 acres." Can there be 116,143 acres of "exceptional" scenery (Class A is defined as "unusual or outstanding") which do not have outstanding scenic value?</p>
S-1.167	<p><u>Page 33, Cultural Resources:</u> Effects on cultural resources by development would not be minimal as stated. Past experience, i.e., Alkali Ridge, has shown development to be disastrous to cultural sites.</p>
S-1.168	<p><u>Page 40, Column 1, Paragraph 5:</u> The document states that under the 92,441-acre Partial Alternative, 64,774 acres possessing outstanding opportunities for solitude would be preserved. Page 18, column 4, paragraph 3 indicates that all of the area meeting the standard for outstanding opportunities for solitude would be in the designated portion of the partial; however, on page 27 it is stated that a total of 69,000 acres possess outstanding opportunities for solitude. These figures are contradictory. It is also unclear from page 40 whether any primitive recreation acreage is within the partial.</p>
S-1.169	<p><u>Page 43, Land Use Plans and Controls:</u> Much more than 1920 acres of state land should be exchanged.</p>
S-1.170	<p><u>Page 6, Map 3:</u> This map should include Spring Creek Canyon, contiguous to the north end of Zion National Park. The amended map should be used wherever map 3 appears in the DEIS, i.e., in the analysis of the other Zion units such as the Watchman WSA.</p>
S-1.171	<p><u>Page 9, Mineral and Energy Resources:</u> The mineral potential of this area is probably low.</p>
S-1.172	<p><u>Page 11, Wildlife:</u> This WSA includes critical deer winter range. Deer are also present in significant numbers during spring, summer and fall.</p>
S-1.173	<p><u>Page 18, Column 1, Paragraph 5:</u> The last line states, "The scenic special feature in this WSA would also be protected and preserved." This is inconsistent with page 12, column 1, paragraph 4, which states, "No special features have been identified for this WSA." Is there a special feature in this area that was not mentioned?</p>
S-1.174	<p><u>Page 1, Column 2, Paragraph 6:</u> The statement is made that several public comments were made on the CBGA RMP concerning Spring Creek Canyon. Those comments and the BLM's response could provide useful information to the reader.</p>

COMMENT LETTER S-1

S-1.175	<p><u>Page 8, Mineral and Energy Resources:</u> The mineral potential of this area is probably low.</p>
S-1.176	<p><u>Page 10, Naturalness:</u> What is the visual impact of the transmitter? Does it impair wilderness values?</p>
S-1.177	<p><u>Page 8, Mineral and Energy Resources:</u> The mineral potential of this area is probably low.</p>
S-1.178	<p><u>Page 8, Mineral and Energy Resources:</u> The mineral potential for this area is probably low.</p>
S-1.179	<p><u>Page 10, Cultural Resources:</u> The DEIS neglects consideration of available cultural information from archeological surveys on Forest Service land to the north of the WSA.</p>
S-1.180	<p><u>Page 8, Mineral and Energy Resources:</u> The mineral potential for this area is probably low.</p>
S-1.181	<p><u>Page 10, Cultural Resources:</u> The DEIS neglects consideration of available cultural information from archeological surveys on Forest Service land to the north of the WSA.</p>
S-1.182	<p><u>Page 2, No Action Alternative, Paragraph 1:</u> The 11 inheld sections total 7472.32 acres. This affects the text elsewhere.</p>
S-1.183	<p><u>Page 5, All Wilderness Alternative, Paragraph 2:</u> The state has requested exchange of seven state sections (4034.00 acres).</p>
S-1.184	<p><u>Page 11, Paragraph 1, Line 10:</u> This sentence should read "...involve the federal acquisition of <u>six</u> sections (4518.92 acres) of state land."</p>
S-1.185	<p><u>Page 15, Geology:</u> There is no discussion of sedimentary rocks other than the Mancos Shale and no discussion of the lithology of the volcanics. This is more of a geomorphological than a geological discussion. This type of geomorphological data is not very useful in helping the public determine the economic potential of a WSA.</p>
S-1.186	<p><u>Page 18, Wildlife, Paragraph 2:</u> For the general reader, the allocation of AUMs for Dry Lakes/ Nasty Flat between big game and livestock is unclear. A statement that indicates season of use will determine usage may be more useful than the statement found on page 27, paragraph 2, that the "actual balance of use that would result between livestock, deer, and bison is unknown."</p>
S-1.187	<p><u>Page 18, Column 2, Paragraph 2:</u> Statement that "planned . . . vegetation manipulation . . . would produce an estimated</p>

COMMENT LETTER S-1

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S-1.187
(cont.)

245 AUMs for big game," is in error. Livestock use this area (Nasty Flats, shown in Table 7, Page 19).
Page 27, Column 1, Paragraph 2: The DEIS states, "The actual balance of use that would result between livestock, deer, and bison is unknown." Several other statements refer to the increase of AUMs for deer and bison with no mention of livestock use of the same area, which is very misleading. The facts, as they are known, should be made clear throughout the Mt. Ellen-Blue Hills analysis.

S-1.188

Bull Mountain WSA

Page 6, Geology: There is only a superficial description of the mode of emplacement of the intrusive rocks. Information necessary for even basic economic geological determinations include what types of rocks were emplaced, what are the contacts with the country rocks like, and what alterations exist. Details of this nature are vital to assess economic potential.

S-1.189

Page 9-10, Mineral and Energy Resources: Small precious metal deposits can still be of significant economic and strategic value.

S-1.190

Dirty Devil WSA

Page 10, Table 4: The f4/c4 rating given the tar sand is probably too high. There are no known significant tar sand occurrences in the WSA and drilling in the area has also failed to disclose a significant resource. The White Rim Sandstone is sporadically petroliferous over large areas of the Colorado Plateau with the bitumen content varying dramatically over short distances; therefore, inferring an extension of the Tar Sand Triangle deposit under the WSA is conjectural.

S-1.191

Page 11, Locatable Minerals: Based on an inspection of Cotter's drilling data by the Utah Division of Oil, Gas, and Mining, the uranium potential may be restricted; but, this drilling did not fully evaluate the WSA's uranium potential. Deposits in the 1-3 million pound range may still be inferred.

S-1.192

Horseshoe Canyon (South) WSA

Page 12, Geology: There is not enough geologic information from which to predict economic potential. Again, this is a geomorphic rather than a geological overview.

S-1.193

Page 16, Tar Sand: This area needs more drilling data to adequately appraise the tar sand potential. The 34 million barrels of recoverable oil sounds too low based on surface mining techniques, but may be high if in situ methods are proposed.

S-1.194

French Springs - Happy Canyon WSA

Page 7, Map 3: Map 3, showing the proposed partial wilderness alternative, is inconsistent with the BLM Proposed

S-1.195

S-1.195
(cont.)

Action Pocket Map which shows No Action as the proposed alternative. According to the Federal Register Notice, the No Action alternative is the proposed action. This map needs correction.

S-1.196

Page 14, Table 5: The 10-13 billion barrel tar sand estimate doesn't agree with the f4 rating which should only apply to deposits greater than 500 billion barrels.

Page 15, Tar Sand: The tar sand resource figures are based on old reconnaissance investigations. A more recent Utah Geological and Mineral Survey resource study resulted in a downward revision of the deposit size. Figuring an average net pay of 100 feet and an average yield of four gallons of bitumen per ton, there are roughly 779 million tons of bitumen in the White Rim Sandstone within the WSA. The Cedar Mesa and Moenkopi tar sand resources in the WSA together probably do not exceed one million barrels of bitumen. The tar sand resource in this WSA, if recovered, will be by in situ methods rather than mining.

S-1.197

Fiddler Butte WSA

Page 5, All Wilderness Alternative, Paragraph 1: Map 1 indicates that there are nine state inheld sections not eight. The text on page 24 is also affected.

S-1.198

Page 19, Table 5: There is an obvious inconsistency in the tar sand resource figures between the SAI rating of greater than 500 billion barrels and the footnoted range of 780 million to 100 billion barrels. A recent investigation of this deposit by the Utah Geological and Mineral Survey yielded a somewhat lower resource estimate. It shown that only about 23 square miles in the northeast section of the WSA are probably underlain by the tar sand. Using an average net pay of 125 feet thick and a yield of four gallons per ton, a tar sand resource of roughly 566 million barrels of bitumen may underlie the WSA.

S-1.199

Page 22, Recreation: There is no mention of OHV use. If there is no OHV use occurring in this WSA, that should be mentioned.

S-1.200

Page 23, Solitude: A summary of acres with and without outstanding solitude should be added.

S-1.201

Mt. Pennell WSA

Page 2, All Wilderness Alternative, Paragraph 1, Third Sentence: This should read, "... acquisition of 17 sections of State land (10,777 acres), nine inside and eight outside WSA boundaries. . . ."

S-1.202

Page 9, Map 3: Map 3 shows the proposed partial alternative. This is inconsistent with the BLM Proposed Action Pocket Map which shows No Action to be the preferred alternative. According to the Federal Register Notice, the No Action alternative is the proposed action. This map needs correction.

S-1.203

- S-1.204** Page 14, Geology, Third Paragraph: The relationship between intrusive and sedimentary rocks is unclear. Why not state that the Henry Mountains are examples of laccolithic and attendant types of intrusives. Also a good geological description should, at least, include the age range of surface rocks, lithological types and an overview of intrusives types. This geological section is actually a geomorphic or a physical geographic description.
- S-1.205** Page 16, Coal: The 12-30 million tons strippable reserve is an inferred strip reserve. Is there also an inferred underground mine reserve? No mention of one is made in this section.
- S-1.206** Page 9, Geology: No mention is made of sedimentary formations present or of igneous rock types.
- S-1.207** Page 13, Uranium: Economic uranium deposits exist in the Shitamarang Canyon district south of Mt. Hillers and on Taylor Ridges, northeast of the WSA. Further exploration would be required to define the economic potential in this WSA.
- S-1.208** Page 13, Gold, Copper, and Silver: The potential for competitive economic copper (in light of present economics) is low. The possibility of small-scale, high-grade precious metals deposits exists and should be considered.
- S-1.209** Page 6, Geology: This section should be expanded to include type and age ranges of surface rocks. A description of intrusive rock types and contact relationships would facilitate understanding of the Mineral and Energy Resource sections.
- S-1.210** Page 9, Locatable Minerals: An appraisal of the Salt Wash Member uranium potential would be facilitated by inclusion of target depths in this section. Also, the total acres of the WSA underlain by Salt Wash at depths of less than 1200 ft. would be helpful.
7. Volume V/ South-East Region
- Mancos Mesa
- S-1.211** Page 7, Partial Wilderness Alternative, Paragraph 1: Acquisition of seven state sections (4482 acres) would be likely. See Map 1.
- S-1.212** Page 14, Locatable Minerals: Drilling of this area in the late 1970s disclosed some uranium mineralization.
- Grand Gulch Complex
- S-1.213** Page 6, All Wilderness Alternative, Paragraph 1: Acquisition of four state sections (2400) would be likely. See page one, paragraph one.

- S-1.214** Page 6, Column 2, Paragraph 4: This discussion indicates that the entire complex would be closed to OHV use except for some specified uses. These uses would include access by livestock operators to maintain range improvements and care for livestock. This position appears to be contradicted by the blanket statement on page 34 (livestock) that, "Closing of existing ways would inconvenience some operators who use existing ways for livestock management." From this statement, one would conclude that if a livestock operator had an existing use of a way within the WSA, it would not be granted in the future.
- Road Canyon
- S-1.215** Page 4, Map 1: The state does not own all of section 16, T40S, R19E. See Volume I, page 303.
- S-1.216** Page 19, Wildlife: The document states that mountain lion are common but usual prey (mule deer) are not. This seems unlikely.
- Mule Canyon
- S-1.217** Page 7, Geology: The term Permian Period is preferable to Permian Age.
- S-1.218** Page 8, Table 1: The oil and gas recovery figures of 3 million barrels of oil and 18 billion cubic feet of natural gas appear with monotonous regularity. It points to a basic problem with the whole favorability/ certainty rating system: Grand Gulch Complex (105,520 acres) and Mule Canyon WSA (5,990 acres) both have f2/c2 oil and gas ratings (indicating an upper limit of 10 million barrels of oil and 60 billion cubic feet of natural gas); additionally, their geological setting descriptions are similar. However, because of the size difference, an acre of Mule Canyon would have to be about 18 times as favorable as an acre of Grand Gulch. Undoubtedly, it is desirable to quantify mineral resources, and the f/c ratings employ broad categories, but sometimes these numbers seem more misleading than useful.
- S-1.219** Page 10, Table 6: "60 million cubic ft." should read 60 billion cubic ft.
- Cheesebox Canyon
- S-1.220** Page 20, Cultural Resources, Paragraph 2: As written the sentence does not make sense.
- Dark Canyon
- S-1.221** Page 5, Map 1: The lands shown as split estate are federal lands. The state mineral leases were relinquished on 11/26/84 (Patent 18648).
- S-1.222** Page 16, Geology: This is a good geologic description.

S-1.223

Page 1, Paragraph 1: Butler Wash WSA
acres. The three state sections total 1920

S-1.224

Page 4, All Wilderness Alternative, Paragraph 1: Why is the acquisition of the adjacent state sections not likely? They were identified for exchange in Volume I, page 304.

S-1.225

Page 10, Leasable Minerals: Oil and gas potential may indeed be low due to deep erosion in the area but there may be some undiscovered potential for tar sand deposits in the area; perhaps in the sandstones of the Cedar Mesa Formation.

S-1.226

Page 11, Uranium and Associated Minerals: This section confuses uranium host sands and ore deposits. Also the significance of no uranium production within the WSA while uranium production has occurred adjacent to the WSA is exaggerated. Activity at outcrops prior to subsurface investigation is to be expected. Since the same formation that is productive on the flanks of Bridger Jack Mesa underlies the WSA, it must be assumed that the lack of known deposits in the WSA may simply reflect a lack of adequate exploration.

S-1.227

Page 11, Locatable Minerals: Successful discovery of large scale, economic sandstone uranium deposits in the Cutler Formation is not very probable based on geologic factors.

S-1.228

Page 3, Map 1: Note that the WSA boundary excludes the split estate mentioned on page 1, paragraph 1, and page 18, paragraph 1.

S-1.229

Page 12, Potash and Coal: The discussion on potash could be expanded. The WSA is on the west flank of the Moab Valley Salt anticline, an area where the salt should be significantly thicker than in the Paradox Basin in general. The main problem with these deposits is the contorted nature of the salt, a problem which should be less severe on the limbs of the anticline. Besides this high potential for potash, the WSA has potential for regular salt (halite) which is produced by the Moab Brine Co., two miles east of the WSA.

S-1.230

Page 11, Oil and Gas, Paragraph 7: The third sentence ("About 6,274 acres. . .") is confusing.

S-1.231

Page 12, Potash: The presence of a halite resource should also be discussed.

8. Volume VI/ East-Central Region

GENERAL COMMENTS

The Moab district answers public comments in a meaningful way. It also provides criteria for identifying partials. These are both very helpful in analyzing the resources and contrasts with the style of the Cedar City District.

References to bighorn sheep in the San Rafael Swell units are confusing. For example, the DEIS states, "27% of the total range" of the North San Rafael herd is in Mexican Mountain WSA (page 21, column 2, paragraph 6 of the Mexican Mountain WSA analysis, Volume VI), while Sids Mountain WSA contains habitat for 100 percent of the herd (page 18, column 1, paragraph 3 of the Sids Mountain WSA analysis, Volume VI).

Volume VI neglects to discuss large and important fossil resources in the East Central Region.

SPECIFIC COMMENTS

San Rafael Reef WSA

Page 7, Geology: The geologic formation identified as Coconino is probably the White Rim Sandstone.

S-1.234

Page 14, Paragraph 4: The DEIS states that the Chinle Formation does not occur east of the outcrop; in actuality, since the Chinle Formation dips easterly, it should subcrop below the WSA. Also, the overburden increases to the east.

S-1.235

Page 18, Primitive and Unconfined Recreation, Paragraph 4:

This paragraph indicates that the entire WSA contains 59,170 acres. This figure actually includes lands outside the WSA (see page 1, paragraph 1). Page 4, All Wilderness Alternative, paragraph 1, also refers to the "59,170 acres of the San Rafael Reef WSA," again contradicting the reference on page 1. Size of the WSA vs. that of the proposed action area should be clarified throughout this analysis.

S-1.236

Crack Canyon WSA

Page 8, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

S-1.237

Page 8, Geology, Paragraph 2: Jurassic is misspelled.

S-1.238

Page 13, Uranium and Associated Minerals: The potential assessment is correct, there is potential for moderate to large size deposits. Exploration problems and cost do increase with depth but the larger target potential encourages drilling depths to 2,000 to 2,500 feet.

S-1.239

Page 27, Land Use Plans and Controls, Paragraph 1: 1280

acres of adjacent state land, not 640 acres, have been identified for exchange (see page 4).

S-1.240

Muddy Creek WSA

Page 6, Geology: The geologic formation identified as Coconino is probably the White Rim Sandstone. The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

Page 12, Uranium and Associated Minerals: There is potential for large size ore bodies. It should be noted that remoteness and terrain conditions did not preclude exploration in this part of the San Rafael Swell in the late 1970s. Furthermore, the nomination of the WSAs in the late 1970s precluded systematic evaluations of uranium potential; the area is, therefore, not adequately explored.

Devils Canyon WSA

Page 7, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch," the age (millions of years ago) of this movement might be worth including.

Page 10, Tar Sand: The genesis of tar sand involves biodegradation in addition to the simple loss of volatiles discussed in the DEIS.

Page 11, Tar Sand: Can "logical mine units" of tar sand be made by combining tar sands both in and adjacent to the WSA? If so, the small size of deposits in the WSA may be an invalid objection.

Page 12, Uranium and Associated Minerals: Why are factors for uranium in the WSA "not positive"? The area is underlain by favorable stratigraphic units. Certainty of encountering commercial uranium deposits can only be established by systematic exploration. The 700-2,000 foot overburden depths mentioned in the DEIS are well within the scope of existing exploration and mining technology. The temporary low price of uranium alone makes this area "presently uneconomical to mine."

Page 12, Wildlife, Paragraph 4: The document indicates that golden eagles are a BLM sensitive species; however, paragraph 7 states that there are no known sensitive species present. This is contradictory. Also, desert bighorn sheep have been reintroduced into the WSA.

Page 14, Solitude: From the discussion of solitude on pages 14-15, it sounds as if there is minimal opportunity for solitude. Yet in the concluding paragraph of this section it states that 73 percent of the WSA meets the outstanding criteria for solitude. This seems inconsistent.

Page 23 and 24: These pages are out of order and should be reversed.

Page 23, Land Use Plans and Controls: The statement is made that, "Wilderness designation would not conflict with the Emery County Zoning Plan because this use would continue. . . ." What use is that?

Sids Mountain WSA

Page 10, Geology: The "Eocene Age" would be more precisely termed "Eocene Epoch", the age (millions of years ago) of this movement might be worth including.

Page 16, Tar Sand: The tar sand is probably in the Black Dragon Member of the Moenkopi Formation rather than the Torrey Member.

Page 17, Uranium: There is high potential for discovery of uranium deposits using proper exploration techniques.

Page 30, All Wilderness Alternative: No impacts on cultural resources are mentioned or discussed.

Page 33, Partial Wilderness Alternative: No impacts on cultural resources are mentioned or discussed.

Mexican Mountain WSA

Page 9, Map 3: It appears that the WSA and partial boundaries are reversed on Map 3.

Page 19-20, Tar Sand: Tar sand in this WSA probably occurs primarily in the Cottonwood Draw facies of the Black Dragon Member of the Moenkopi. The tar sand is typically thin and lean to very lean; perhaps leaner than the published figures would indicate. In general, however, mineral conflicts should not be judged by comparisons with other areas, tar sand potential of Sunnyside STSA has little to do with tar sand potential of this WSA; each WSA should be judged on its own merits.

Page 20-21, Uranium and Associated Minerals: If it is true that "subsurface deposits of unknown size are certain to be present," then it is unreasonable to also state that "due to economic limitations, it is unlikely that new producible deposits" will be found in the WSA. If there is sound potential for significant discoveries, short-term economics shouldn't be considered.

Desolation Canyon WSA

Page 7, Map 1: The state does not own the parts of Sections 21 and 22 in T18S, R19E shown as state land.

Page 11, Column 2, Paragraph 2: This paragraph indicates that "no wildlife transplants are planned in the WSA." In fact, a bighorn sheep transplant is contemplated on the Beckwith Plateau, which is in the WSA.

Page 13, Map 3: It would be helpful if this map identified the KGS, the National Historical Landmark and Flat Canyon Archeological District.

Page 20, Recreation, Paragraph 1: The document indicates that keys to the gates on the Range Creek Road are available from the private owner of those lands. This is not the case; access is definitely not encouraged or available to the "casual user."

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- S-1.263 Page 21, Table 1: The soil loss (due to development) figures are apparently wrong. Soil loss on the 143,350-acre partial is 6.4 percent while no action is only 6 percent.
- S-1.264 Page 25, Geology: Paragraph two is very awkward and confusing.
- S-1.265 Page 32, Wildlife, Paragraph 1: The listing of economically important species omitted chukars.
- S-1.266 Page 35, Visual Resources, Paragraph 4: A Class V Visual Area is mentioned but not defined in Appendix 7.
- S-1.267 Page 36, Cultural Resources, Paragraph 3: The size of Flat Canyon Archeological District should be indicated.
- S-1.268 Turtle Canyon WSA
Page 10, Table 1: According to this table, the All Wilderness Alternative will have no effect on development of the 55 million ton coal resource. In reality, no surface occupancy and other wilderness mandated stipulations may effectively prevent recovery of this resource. Additionally, the 27 million ton reserve figure should clearly be labeled as a room and pillar estimate (33 to 50 percent coal recovery). Long wall mining can be expected to produce much higher percentages of the coal.
- S-1.269 Page 20, Recreation: Is there any recreational river use of Range Creek?
- S-1.270 Page 21, Recreation: Do outstanding opportunities for solitude exist throughout the entire WSA?
- S-1.271 Floy Canyon WSA
Page 1, Paragraph 1: The eight state sections total 4508.61 acres. This will affect the text elsewhere.
- S-1.272 Page 5, Map 1: The state does not own Section 36, T20S, R17E.
- S-1.273 Page 17, Oil Shale: The statement that "the geologic structure of the WSA is not suited to the occurrence of oil shale" should probably be rephrased since oil shale is not a structurally controlled commodity. It is agreed, however, that significant oil shale beds are unlikely to occur in this area.
- S-1.274 Page 20, Cultural Resources: The cultural resources statement is well done--one of the better analyses.
- S-1.275 Page 21, Recreation, Paragraph 2: It is stated that in 1982, 1,568 hunter days were spent in the unit. Paragraph 6 states that there are only 200 visitor days per year. Have visitations declined that much, or is there an error in the numbers?
- S-1.276 Page 36, Coal, Paragraph 1: The phrase, "22,303 acres would be within the designated area," should read, "22, 303 acres would be within the non-designated area."

- S-1.277 Coal Canyon WSA
Page 12, Leasable Minerals: This discussion seems to support a much more favorable rating for oil and gas than the SAI rating of f2/c3.
- S-1.278 Spruce Canyon WSA
Page 1, Paragraph 3, Sentence 1: The word "Road" should be "Roan."
- S-1.279 Page 11, Oil and Gas: Why does the small field size in adjacent areas cause a low favorability for oil and gas when there are gas producing wells on the boundary of the WSA?
- S-1.280 Page 12-13, Coal and Potash: The text refers to hundreds of measured coal sections but apparently no coal reserves have been calculated, at least none are reported in Table 1 or 5, the 10-60 million ton figure apparently came from SAI. A better resource estimate would be helpful.
- S-1.281 Page 15, Cultural Resources: On what basis was the predictive model made to determine 20 cultural sites?
- S-1.282 Flume Canyon WSA
Page 13, Oil Shale and Tar Sand: The resource information should be more detailed, also geologic structure has little effect on oil shale deposits.
- S-1.283 Page 14, Gold and Silver: The fact that only microscopic gold and silver have been discovered on the placer claims in the area does not necessarily reduce economic potential. In all probability, the placer claims in the WSA were staked for lode gold deposits located in the Mancos Shale. To date, economic gold has not been produced from the Mancos; but, metalliferous black shales like the Mancos are currently being researched as a potentially significant source of metals.
- S-1.284 Page 16, Cultural Resources: How was the prediction of known cultural sites made?
- S-1.285 Westwater Canyon WSA
Page 8, Map 3: The boundary on this map for the proposed partial alternative is inconsistent with that shown on the BLM Proposed Action Pocket Map. Which partial boundary is correct?
- S-1.286 Page 28, All Wilderness Alternative, Paragraph 3: Why would cultural resources only benefit slightly from All Wilderness?
- S-1.287 Page 12, Uranium/ Vanadium and Copper: This WSA needs further investigation of both Salt Wash and Chinle Formation potential.
- S-1.288 Negro Bill Canyon WSA
Page 12, Locatable Minerals: If "the structural and stratigraphic setting is similar to Lisbon Valley," the potential for uranium may be even greater than the F3 rating would indicate. More study of the area is needed.

- S-1.289 | Page 12, Wildlife: A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit Negro Bill Canyon WSA.
- S-1.290 | Page 24, Land Use Plans and Controls: The fact that there are no state lands within the WSA does not mean that there is no interaction with state plans. Mineral withdrawals may affect adjacent lands.
- S-1.291 | Page 3, Map 1: Section 36, T23S, R21E should be identified as adjacent state land. The NPS boundary through section 32, T23S, R22 E is wrong. See Map 2.
- S-1.292 | Page 11, Wildlife: A newly established population of desert bighorn sheep in Arches National Park will likely expand to inhabit the WSA.

A. WEST CENTRAL WSAS

S-1.293 | 1. Howell Peak

Howell Peak WSA has outstanding wilderness values and an overall low degree of conflicts compared to other WSAs in the region. The recommended 14,800-acre partial wilderness alternative excludes areas of low wilderness quality which are probably unmanageable as wilderness due to ease of access by OHV use. The partial alternative retains the outstanding wilderness quality areas and minimizes potential conflicts with mineral and livestock interests. The overall conflicts of a partial wilderness alternative for this WSA are quite low.

S-1.294 | 2. Notch Peak

Notch Peak WSA possesses both high wilderness values and a high degree of conflict with other potential land uses. The proposed 28,000 partial wilderness alternative eliminates much of this conflict, but from a minerals and livestock perspective the smaller 9,000-acre partial alternative is preferable. Overall the proposed action significantly reduces these conflicts and retains the highest quality wilderness values. The overall impacts of the 28,000-acre partial wilderness alternative for this WSA are considered to be potentially significant, but must be balanced with the outstanding wilderness values. The smaller 9,000-acre alternative could reduce these remaining potential impacts but would also reduce wilderness values. In its comments on the Warm Springs Resource Area Draft Resource Management Plan and EIS the State supported designation of a 9,000-acre Notch Peak National Natural Landmark.

S-1.295 | 3. Cedar Mountains

The WSA meets the minimum wilderness quality factors but, lacks special features and is not as spectacular as other West Desert WSAs. Other land use conflicts and economic and mineral potentials are considered to be significant enough not to be outweighed by the wilderness values.

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S-1.296

4. North Stansbury Mountains

Both moderate wilderness values and conflicts are present within the region. Most of the conflicts can be eliminated or reduced by the smaller 8,700-acre partial wilderness alternative. In the recommended 10,000-acre partial alternative some of the Monte Carlo Mine workings probably extend under the wilderness boundary. The ore bearing structure, a replacement deposit striking N10E and dipping 60NW, would conflict with the proposed boundary. The 8,700-acre alternative retains the highest quality wilderness values while minimizing these problems. Nevertheless, some conflicts would likely still exist, particularly with the nearby industrial zone. There are three industrial businesses within two to three miles of the WSA which maintain mineral leases adjacent to the WSA (U. S. Lime, Portland Cement and Climax Chemical). The significance of these remaining conflicts needs to be analyzed further.

S-1.297

5. Deep Creek Mountains

Deep Creek Mountains WSA has the highest wilderness value of all the West Desert WSAs. However, potential mineral development, present and proposed water developments, and wildlife issues present conflicts. Further analysis of the mineral potential is necessary as well as resolution of the wildlife issue concerning chemical treatment of water and stream stabilization to eliminate rainbow trout from Trout and Birch Creeks. The State supports designation of the Deep Creek Mountains as an Outstanding Natural Area. This recommendation was included in the State's comments on the House Range Draft Resource Management Plan and EIS.

S-1.298

6. Rockwell

There are problems with manageability of the area as wilderness and the resulting loss of solitude due to ORV use from the adjacent Little Sahara Recreation Area. In lieu of wilderness, the State supports designation of the Rockwell Natural Area as an ACEC. This recommendation was included in the State's comments on the House Range Draft Resource Management Plan and EIS.

COMMENT LETTER S-1

S-1.299

7. Swasey Mountains

Swasey Mountains WSA is considered to rank moderate to high in both wilderness values and significance of conflicts within the region. Special features in this WSA, including trilobite beds, historical values, limestone caves and wild horses, contribute to its outstanding wilderness values. Potential for disseminated gold and porphyry molybdenum may also be significant. Further geological investigations would be necessary to resolve this potential conflict. A boundary adjustment to delete the north quarter of the WSA would help to reduce any livestock conflicts.

S-1.300

8. Wah Wah Mountains

The State generally agrees as to the existence of the pristine quality of the Wah Wah Mountains WSA's wilderness characteristics. It is considered second for wilderness quality in the region. Crystal Peak and bristlecone pine are special features. There are no known serious mineral conflicts. Impacts on grazing interests could be reduced by deleting the northern bench areas, namely, Sand Pass north to Crystal Peak. The State supports designation of a 640-acre Crystal Peak Outstanding Natural Area as well as a 5,970-acre Research Natural Area in the Wah Wah Mountains. These recommendations were included in the State's comments on the Warm Springs Resource Area Draft Resource Management Plan and EIS.

S-1.301

9. Fish Springs

As compared to other WSAs in the region, Fish Springs WSA is considered to possess both moderate wilderness values and conflicts. Most conflicts are reduced by the recommended partial 33,840-acre alternative except for potential mineral values. The impact on existing mining claims of a partial wilderness designation and the existence of potential mineral resources within the area needs to be analyzed further.

S-1.302

10. Conger Mountain

The State concurs with the finding that there appears to be a lack of outstanding wilderness qualities to support a wilderness recommendation for Conger Mountain WSA although it could contribute to diversity of wilderness areas. Apparent conflicts exist with livestock operations.

S-1.303

11. King Top

The State generally concurs that the wilderness values for King Top WSA are not considered to be high within the region. Some conflicts exist with livestock operations, minerals and energy resource potential and significant economic losses. The State has however recommended a 1,920-acre designation of Fossil Mountain as a historic site. This recommendation can be found in the State's comments on the Warm Springs Resource Area Draft Resource Management Plan and EIS.

B. SOUTH-WEST WSAs

S-1.304

1. Zion Units

- | | |
|----------------------------|------------------------|
| a. LaVerkin Creek Canyon | f. Deep Creek |
| b. North Fork Virgin River | g. Orderville Canyon |
| c. Red Butte | h. Spring Creek Canyon |
| d. The Watchman | i. Taylor Creek Canyon |
| e. Goose Creek Canyon | j. Beartrap Canyon |

These ten WSAs are ranked as a group, the Zion Units, and are considered to be natural, logical extensions of Zion National Park. There are land use conflicts found in gas company reports. These indicate oil and gas potential (in terms of reservoir storage) in LaVerkin Creek Canyon, Deep Creek, North Fork Virgin River, Red Butte, Spring Creek Canyon, The Watchman, Taylor Creek Canyon, Goose Creek Canyon and Beartrap Canyon. An additional conflict is present in Spring Creek Canyon associated with the water supply for Kanarraville. Also, the Washington County Conservancy District is considering the construction of Bullock Reservoir immediately upstream from the north boundary of the North Fork Virgin River WSA. The County foresees increased hydroelectric capacity from the current Quail Creek Reservoir and the proposed Bullock Reservoir. Given the small size of the units and their adjacency to Zion National Park, additional study should be given to the potential of transferring most of these WSAs from Bureau of Land Management to National Park Service management.

S-1.305

2. The Blues

The relatively low-quality wilderness values found in the WSA are not significant enough to override the relatively high degree of conflicts present. The conflicts do not seem to be resolvable by any suggested boundary adjustment. However, the badlands portion of the WSA has an associated scenic turnout on

S-1.305
(cont.)

State Highway 12 with a designated scenic overlook. An Area of Critical Environmental Concern or scenic area designation for the badlands area would help to preserve these scenic values. Such a designation for this portion of the WSA might be a reasonable compromise.

S-1.306

3. The Cockscomb

When compared to other WSAs in the region, the Cockscomb is considered to have high quality wilderness values and moderate conflicts. The adjacent Paria-Hackberry WSA is a natural continuation of the wilderness values found in the Cockscomb WSA. Because of the small, narrow size of this WSA and the fact that it is surrounded on all sides by roads, manageability of this WSA might be a problem. This issue requires more analysis, but it appears that impacts from a partial wilderness designation on other resources and land uses would be low.

S-1.307

4. Cottonwood Canyon

Both wilderness quality and the degree of conflict for most uses in this WSA are considered moderate for the region except for a potential serious water development conflict with the city of St. George. Additionally, gas company reports indicate that the WSA has potential for hydrocarbon reservoirs. The recommended 9,853-acre partial wilderness alternative mitigates most conflicts, except perhaps the water development conflict. Further assessments of the local communities' needs and additional water resource assessments should be conducted to determine the extent of these potential conflicts prior to any wilderness designation.

S-1.308

5. Canaan Mountain

The high quality wilderness values present in the WSA are all retained in the 32,800-acre partial wilderness alternative. This alternative eliminates most conflicts except a potential uranium resource. Also, oil company reports indicate moderate potential for economic accumulations of hydrocarbon reservoirs. Small oil fields, the Virgin Field and Anderson Junction Field, are nearby. In addition, the Town of Hildale gets some of its public water supply from WSA.

Wilderness management for this WSA would complement and enhance adjacent Zion National Park values. Canaan Mountain WSA is also adjacent to Cottonwood Point Wilderness Area. Overall, the negative impacts of the partial wilderness alternative are low.

COMMENT LETTER S-1

S-1.309

6. Mud Spring Canyon

The relatively low-quality wilderness values of Mud Spring Canyon WSA do not outweigh the high degree of conflict present in this WSA. There are, however, some outstanding special visual features in this WSA, notably the scenic values in parts of the WSA and a waterfall at the entrance to a pristine relic canyon ecosystem. The high degree of conflict with other land uses (minerals, land treatments and transportation corridors) will likely prevail over wilderness values. Special features could be given an alternative management designation such as Research Natural Area for the relic canyon system and Scenic Area designation for the Cockscomb area.

S-1.310

7. Paria-Hackberry

Compared with other WSAs in the region, Paria-Hackberry WSA is considered to rank high in both wilderness values and conflicts. The recommended 59,270-acre partial wilderness alternative mitigates many of these conflicts while retaining most of the high-quality wilderness values. Some conflicts will not be mitigated, notably, the oil and gas potential and land treatments for livestock and wildlife. The partial alternative would, however, allow for further consideration of coal transportation corridors through portions of the WSA. The future need for an improved highway facility between US-89 and Cannonville through Cottonwood Canyon is evident. Where topography allows, the present roadway should be given a 1/4 mile offset corridor to accommodate this future alignment.

The State has supported a Research Natural Area designation for No Man's Mesa as proposed in the amendments to the Vermillion Cliffs Management Framework Plan. This special designation is endorsed by the local county officials and landowners. Such a special designation would have no significant impacts on other resource or land use values.

S-1.311

8. Red Mountain

The Red Mountain WSA possesses moderate wilderness values and low conflicts with other land uses except for a moderate potential for oil and gas resources and aquifer development. The recommended 17,450-acre partial wilderness alternative mitigates potential conflicts with nearby communities and possible future developments or community expansion plans.

COMMENT LETTER S-1

S-1.312

9. Cougar Canyon

Compared with other WSAs in the region, Cougar Canyon WSA possesses moderate to low quality wilderness values and low conflicts. However, there are high-value scenery and special features in the WSA. Recreational and wildlife values would benefit from wilderness protection. There are some conflicts with livestock and with management of the nearby Nevada state park and potential water resource developments.

S-1.313

10. Parunuweap

Parunuweap is considered to be the WSA with the highest wilderness values and highest conflicts for this region. The outstanding wilderness values, particularly those associated with Parunuweap Canyon on the East Fork of the Virgin River, are among the best of their kind. These same resources create major conflicts in this WSA. Water resource developments associated with proposed dam sites in Parunuweap Canyon would be precluded by the 14,100-acre partial wilderness alternative. The high degree of controversy associated with this WSA requires extensive public input and further analysis on these competing and mutually exclusive land uses.

S-1.314

11. Mogquith Mountain

Mogquith Mountain WSA is considered to have low-quality wilderness values and moderately high conflicts when compared with other WSAs in the region. The conflicts are primarily associated with water and nonwilderness recreational developments planned for areas within and adjacent to the WSA. Fredonia, Arizona uses water from the WSA for culinary purposes. Gas company records indicate possible hydrocarbon reservoirs. Small oil fields, the Virgin Field and Anderson Junction Field, are nearby. Two areas within the WSA possess high wilderness quality or special features which may be deserving of special management designations. They include: 1) Outstanding Natural Area designation for 1,000 to 1,640 acres. This would acknowledge the outstanding scenic value of the ponderosa pine/sand dune ecosystems; and, 2) An Area of Critical Environmental Concern designation for Water Canyon. The State has supported the Water Canyon ACEC in its comments on the proposed amendments to the Vermillion Cliffs Management Framework Plan.

S-1.315

12. Wahweap

Wahweap WSA is considered to have moderate wilderness values and conflicts compared with other WSAs in this part of the region. The BLM's proposed 70,380 acre partial wilderness alternative would eliminate or significantly reduce the negative impacts of conflicts. A boundary adjustment excluding all mesa tops would further minimize livestock conflicts. Exclusion of the upper reaches of Fourmile Canyon would mitigate much of the remaining conflict with 50 million tons of Straight Cliffs Coal Formation.

The Fourmile Bench area, deleted in the partial alternatives and which contains 1,400-year-old juniper trees, could be considered for a Research Natural Area designation to protect the scientific values present. An improved highway between US-89 and Cannonville will be needed in the future. The bottom of Cottonwood Creek must be reserved for this alignment.

S-1.316

13. North Escalante Canyons

North Escalante Canyons WSA is considered to possess the highest of wilderness values due to the outstanding natural resources of the Escalante River system. It also has some significant resource conflicts, most notably livestock and minerals. Excluding the Circle Cliffs Favorable Uranium Area (DOE Report PGJ/F - 049 [82]) from the WSA could eliminate the most severe uranium conflict. The Environmental Consequences chart on page 19 of the DEIS apparently is in error. It claims that the BLM's proposed 100,300-acre partial alternative would allow recovery of 3,680 tons of uranium. This does not agree with the statement that 3,600 tons of uranium underlie 31 percent of the WSA. The 100,300-acre partial only deletes about 16 percent of the WSA area so at least 1,800 tons of uranium would still be impacted.

To reduce conflicts with livestock interests, the area south and west of Spencer Flats should be excluded from wilderness designation. Consideration should also be given to boundary changes along Horse Canyon and south of Boulder so the boundary would not follow the roads. When livestock and mineral conflicts are reduced by the suggested boundary adjustments, most of the best wilderness values are still within the recommended area. The only exception are the cultural values. If those values are not protected by a wilderness designation, some other special management alternatives could be considered.

S-1.317

14. Scorpion

Scorpion WSA is considered to have relatively low quality wilderness values and low conflicts compared with other WSAs in this part of the region. Of conflicts present, the proposed 9,620-acre partial alternative eliminates any conflict with uranium in the Greater Circle Cliffs Favorable Area. The proposed partial alternative would allow development of at least 6,400 tons of uranium. Gas company reports have indicated that the WSA has high potential for economic accumulations of oil and gas.

S-1.318

15. Escalante Canyons Tract 5

This WSA is considered to have high wilderness values and low conflicts compared with other WSAs in this part of the region. The wilderness values are found in the small section of Dry Fork of Coyote Gulch which was previously designated an Outstanding Natural Area.

S-1.319

16. Fifty Mile Mountain

Fifty Mile Mountain WSA is considered to have both high wilderness values and conflicts. The 51,540-acre partial alternative significantly reduces conflicts with the coal resource. An additional adjustment, moving the boundary of the Straight Cliffs to the top of Fifty Mile Mountain, would reduce livestock conflicts. Fifty Mile Mountain is considered to be second among all 82 WSAs in cultural importance. Regardless of the final designation resolution, the cultural resources of the Fifty Mile Mountain area should be considered for protection.

S-1.320

17. Death Ridge

Death Ridge is considered to have low wilderness values and very high conflicts with potential coal development.

COMMENT LETTER S-1

S-1.321

18. Steep Creek

Steep Creek WSA is considered to have moderately high wilderness values and moderately low conflicts compared with other WSAs in this part of the region. Conflicts include potential uranium resources, and the need to provide vegetation manipulation in a portion of the WSA to reduce the problem of elk descending off Boulder Mountain. The elk migrate through the WSA to graze on ranch lands in and around the town of Boulder. The BLM's proposed 18,350-acre partial alternative, with the exclusion of approximately 600-acres in the northwest corner of the WSA, would reduce many conflicts. Uranium potential needs further analysis. It is also recommended that the transportation corridor along the Burr Trail be sufficiently wide (at least .25 mile) to accommodate planned and/or future upgrading and maintenance.

S-1.322

19. Phipps-Death Hollow

Phipps-Death Hollow WSA is considered to have high wilderness values and moderate conflicts compared with WSAs in this part of the region. This WSA is part of the Escalante River System and has long been recognized for its outstanding wilderness values. There are, however, conflicts with potential CO₂ resources. Fairly recent discoveries of CO₂ in the area indicate significant development potential which would conflict with the proposed action. Further assessment of the CO₂ and oil and gas resource potential is necessary before this conflict can be adequately characterized and a mitigation solution recommended. Additionally, the 100-yard offset in this restricted topography should allow for future bridge work where SR-12 crosses the Escalante River.

S-1.323

20. Burning Hills

Burning Hills WSA is ranked low in wilderness quality and high in significance of conflicts in this part of the region. The primary reason being potential coal developments. Further study is needed as to the best method of protection of cultural resources as well as wildlife values (bighorn sheep).

COMMENT LETTER S-1

S-1.324

21. Carcass Canyon

Carcass Canyon WSA was ranked low in wilderness quality and high for coal conflict. There are important cultural values that may need recognition. The density of cultural resources in the WSA is moderate to high through the Escalante Rim area and the area south of Right Hand Collet Canyon.

C. SOUTH-CENTRAL WSAs

S-1.325

1. Dirty Devil

Dirty Devil WSA is ranked first for wilderness quality, but there are conflicts within the region. A potential conflict with tar sands exists. More favorable areas for this resource may exist elsewhere. Gas company reports give the WSA a high potential rating for economic accumulations of hydrocarbons. There are potential conflicts with water development also.

S-1.326

2. Fiddler Butte

Fiddler Butte WSA is considered to have moderate wilderness values and high conflicts when compared with other WSAs in the region. The 27,700-acre partial alternative eliminates or mitigates most of the potential conflicts with tar sand development. Further conflict may be avoided by changing the boundary line along Highway 95 so that it does not come down to the highway right of way. The resulting overall conflicts for this alternative are considered to be low.

S-1.327

3. Little Rockies

The Little Rockies WSA has high wilderness values and low to moderate conflicts when compared with other WSAs in the region. There is a potential uranium conflict that affects the south half of the unit. However, additional data is necessary to adequately characterize the resource. It is recommended that the WSA boundary be moved back from where it parallels Highway 267.

S-1.328

4. Horseshoe Canyon (South)

Horseshoe Canyon (South) WSA is considered to rank high for wilderness values and moderate to high for conflicts in comparison with other WSAs in the region. These conflicts may be eliminated with boundary adjustments. At this point however, more analysis in two areas is needed to more precisely delineate boundary changes: 1) livestock conflicts, in terms of effect of designation on permittees' base water rights; and, 2) conflict with moderate uranium potential in the south half of the unit.

S-1.329

5. Mt. Ellen-Blue Hills

Compared with other WSAs in the region, Mt. Ellen-Blue Hills WSA is considered to have moderate to high wilderness values and high conflicts. A boundary change for the recommended 58,480-acre partial wilderness alternative is needed in the Dry Lakes-Nasty Flat area to minimize conflicts with range improvements. The State has independently supported designation of the Gilbert Badlands portion of the WSA as a Research Natural Area.

S-1.330

6. Bull Mountain

Bull Mountain is ranked as having low wilderness quality and low conflicts in relation to other WSAs in the region. The BLM's proposed 11,800-acre all wilderness alternative would not result in major conflicts except to wildlife. 330 acres of vegetation manipulations for bison and mule deer would not be allowed under the proposed action.

S-1.331

7. Mt. Hillers

Mt. Hillers is ranked as having moderate to low wilderness values and moderate to low conflicts relative to other WSAs in the region. Important wilderness and wildlife values are present as well as conflicts with potential uranium and water resources. Livestock conflicts could be reduced by moving the boundary on the south end near Star Springs a half a mile to the north so that it runs along the section line. This would move the boundary off the alluvial slopes where most of the grazing occurs.

S-1.332

8. Fremont Gorge

Fremont Gorge WSA is ranked last both for wilderness values and conflicts within the region. Due to the WSA's small size and adjacency to Capitol Reef National Park, additional study needs to be given to possible transfer of this WSA from the Bureau of Land Management to the National Park Service.

S-1.333

9. Mt. Pennell

Mt. Pennell is ranked as having both high wilderness values and high conflicts compared with other WSAs within the region. The 25,800 acre partial wilderness alternative reduces most conflicts. An additional adjustment on the southwest side of the WSA for the 1,183-acre proposed chaining is necessary to reduce wildlife and livestock conflicts.

S-1.334

10. French Spring-Happy Canyon

French Spring-Happy Canyon WSA is considered to have low wilderness quality and high conflicts relative to other WSAs in the region. High conflict exists with the potential tar sand resource. There are, nevertheless, some special features which need to be balanced with the resource conflict.

S-1.335

1. Dark CanyonD. SOUTH-EAST WSAS

Dark Canyon WSA is considered to have the highest wilderness-quality values for this region. It appears to have very few significant conflicts. In fact, most of this area has been managed as a Primitive Area since 1970 and little or no conflicting uses have been allowed within the designated area. The only conflict is with future wildlife habitat treatment potential on 80-acres. Livestock would benefit if the wilderness boundary excluded the mesa tops.

S-1.336

2. Grand Gulch

Grand Gulch ISA Complex has the second highest wilderness-quality values in the region. Conflicts are moderate to low. Conflicts with livestock use and potential wildlife habitat improvements could be eliminated by a WSA boundary that is restricted to the canyon rims.

COMMENT LETTER S-1

S-1.336
(cont.)

Wilderness designation may have a detrimental affect on cultural values in this area because of increased activity and vandalism and the legal limits imposed on mechanized law enforcement activities. An administrative designation, possibly an Outstanding Natural Area or Research Natural Area would allow more active management of the critical cultural resources in the area.

S-1.337

3. Road Canyon

Road Canyon WSA is considered to have high wilderness-quality values and moderate conflicts. As was the case with the Grand Gulch ISA Complex, a more workable alternative may be to restrict the WSA boundary to the canyon rims and allow the mesa tops to be utilized for other practices such as increased and improved forage production for livestock and wildlife. Due to concerns with cultural resource protection, an administrative designation may be more appropriate for this unit than a wilderness designation.

S-1.338

4. Fish Creek Canyon

Fish Creek Canyon WSA has high wilderness-quality values and moderate conflicts compared to other WSAs in the region. The conflicts are primarily potential land treatments for livestock and wildlife. Limiting the boundaries of the WSA to the mesa tops is suggested to eliminate these conflicts. There remains a potential conflict with development of underground water. Again, in order to facilitate special management of cultural values, an administrative designation may be preferable to a wilderness designation.

S-1.339

5. Mule Canyon

Mule Canyon WSA has moderate to high wilderness values and low conflicts. There are conflicting reports on oil and gas potential that require further study. The same recommendation is made for this WSA as for the Grand Gulch ISA Complex, Road Canyon WSA and Fish Creek WSA to protect the outstanding cultural values which may require special management attention.

COMMENT LETTER S-1

S-1.340

6. Cheesebox Canyon

Compared to other WSAs in the region, Cheesebox Canyon WSA has moderate wilderness-quality values and moderate to low conflicts. The same recommendation is made for this WSA as for the Grand Gulch ISA Complex, Road Canyon WSA, Fish Creek WSA and Mule Canyon WSA to protect the outstanding cultural values which may require special management attention.

S-1.341

7. Butler Wash

Compared to other units in the region, Butler Wash WSA has high wilderness-quality values and low conflicts. There are low mineral and energy conflicts. High wilderness values which would complement similar values in the adjacent Canyonlands National Park. The proposed 24,190-acre all wilderness alternative could impact management of the critical or high-priority winter deer range. If Beef Basin and Ruin Park are outside the WSA boundary, there will be minor impacts to livestock. There is also a potential conflict with the development of groundwater in the deep bedrock aquifer.

S-1.342

8. Bridger Jack Mesa

Bridger Jack Mesa WSA has moderate wilderness values and the lowest degree of conflict in the region. There are no conflicts of major significance with the recommended 5,290-acre all wilderness alternative. A potential conflict is possible with future habitat management for wildlife.

S-1.343

9. Mill Creek Canyon

Mill Creek Canyon WSA has moderate wilderness-quality values and high conflicts compared with the other WSAs in the region. Conflicts include a moderate potential for potash, uranium/vanadium and petroleum, grazing, and future vegetation manipulation for wildlife. It is suggested that some management designation be studied to protect the unique perennial stream in the WSA.

S-1.344

10. Indian Creek

Compared to other WSAs in the region, Indian Creek Canyon WSA has moderate wilderness-quality values and moderate conflicts. There is some potential for potash and

S-1.344
(cont.)

uranium/vanadium in the unit. There is also a potential conflict with development of groundwater in the deep bedrock aquifer.

S-1.345

11. Behind the Rocks

Behind the Rocks WSA has both moderate wilderness-quality values and conflicts as compared to other WSAs within the region. Conflicts include a moderate potential for potash, uranium/vanadium and petroleum, and water development. Adjacent private lands may pose management problems.

S-1.346

12. Lost Spring Canyon

Lost Spring Canyon WSA has low wilderness-quality values and low to moderate conflicts compared to other WSAs in this region. The BLM's proposed 3,889 all wilderness alternative would complement the values found in adjacent Arches National Park. There is however a potential conflict with oil and gas and potash resources.

S-1.347

13. Mancos Mesa

Mancos Mesa WSA has moderate wilderness-quality values but a high significance of conflicts compared with the other WSAs in this region. The high conflicts are primarily with potential uranium and hydrocarbon resources. There is also a potential conflict with groundwater development.

S-1.348

14. Horseshoe Canyon (North)

Horseshoe Canyon (North) WSA has high wilderness-quality values and high conflicts within the region. There are significant conflicts with minerals (a moderate potential for uranium/vanadium and potash), livestock use in the area, and hydropower development. There are also significant wilderness values in the WSA. Wilderness management would complement recreational use on the Green River and the Horseshoe Canyon detached unit of Canyonlands National Park, which is contiguous with the WSA in the same canyon system.

S-1.349

15. Negro Bill Canyon

Negro Bill Canyon has relatively low wilderness-quality values and the highest degree of conflict compared to the other

S-1.349
(cont.)

WSAs in the region. There are some special features in the area accessible only through the WSA (e.g., Morning Glory Natural Bridge). Conflicts include a moderate potential for oil and gas, uranium/vanadium, potash and water resource development. The Grand RMP recommends part of the WSA for Outstanding Natural Area management rather than wilderness. This would allow for protective management of the WSA's unique wilderness resources while allowing other nonwilderness uses in the parts not designated an ONA.

E. EAST-CENTRAL WSAs

S-1.350

1. San Rafael Reef

San Rafael Reef WSA is considered to rank highest for wilderness-quality values and low for significance of conflicts compared with the other WSAs in the San Rafael Reef. There are only minor mineral and energy and water development conflicts. The area does provide high quality wildlife habitat.

S-1.351

2. Mexican Mountain

Mexican Mountain WSA ranks high for wilderness-quality values and high for significance of conflicts compared to the other WSAs in the San Rafael Swell. The major conflicts with uranium, other minerals and livestock uses are mostly eliminated or reduced by the BLM's proposed 46,750-acre partial alternative. A significant conflict with potential water resource development is not eliminated under the partial. This conflict is probably irreconcilable if the potential damsite is developed, but there are high-quality wilderness values in the same area (the Black Box of the San Rafael River) which also need to be considered in the decision making process.

S-1.352

3. Sid's Mountain

Sid's Mountain WSA has moderate wilderness-quality values and a high degree of conflict compared with the other WSAs in the San Rafael region. The major conflicts are with uranium and gypsum resources and OHV use for recreation and livestock management. The BLM's proposed 78,480-acre partial wilderness alternative reduces recreation conflicts. However, some other conflicts are not resolved. The BLM partial wilderness alternative would not adequately mitigate mineral or livestock conflicts. The southern 1/3 to 1/2 of the WSA would have to be

COMMENT LETTER S-1

S-1.352
(cont.)

deleted to eliminate the livestock conflict. High-quality wilderness values throughout the WSA, such as in the Little Grand Canyon, Sid's Mountain, Eagle Canyon and others, would benefit from wilderness management.

S-1.353

4. Crack Canyon

Crack Canyon WSA has both moderate wilderness-quality values and conflicts compared to the other WSAs in the San Rafael Swell region. The major conflicts are with uranium resources, high OHV use and potential water developments. There are also wilderness values and wildlife habitat in the WSA which would benefit from wilderness management.

S-1.354

5. Devil's Canyon

Devil's Canyon WSA has both low wilderness quality and conflicts compared with the other WSAs in the San Rafael Swell region. The major concern is with extensive OHV use. Moderate conflicts exist with potential gypsum resource developments.

S-1.355

6. Muddy Creek

Muddy Creek WSA has both moderate wilderness-quality values and conflicts compared to the other WSAs in the San Rafael Swell region. The major conflicts are with mineral values, uranium, gypsum resources (UGMS Bulletin 73, pp. 177-185), and potential water resource development. If the Muddy Creek trail can be maintained, designation would have less impact on livestock grazing. However, there are some wilderness values and wildlife habitats that are unique to the WSA and region.

S-1.356

7. Desolation Canyon

Desolation Canyon WSA is considered to have the highest wilderness values in the region. It also has a very high degree of mineral conflict. This undoubtedly is due, in part, to the WSA's large size and its proximity to the Book Cliffs Coal Fields and the Sunnyside Special Tar Sand Area. Most of these, and any livestock conflicts, could be reduced with the 143,350-acre partial wilderness alternative. There is also a conflict with water development. A federal hydroelectric power generation withdrawal exists in the canyon

COMMENT LETTER S-1

S-1.356
(cont.)

on the Green River side. However, development of a water storage and hydroelectric project presents obstacles. Primary among these obstacles is the presence of endangered fish species throughout the canyon. Another obstacle is the recreation and the historic significance of the river gorge itself. The Green River is being considered for Wild and Scenic River study, and a portion is already protected as a historic landmark. There may be potential conflicts with development of the deep aquifer.

Overall, this WSA has conflicts with other resource values while it also has high-quality wilderness values. The 143,350-acre partial wilderness alternative possibly minimizes the more serious conflicts.

S-1.357

8. Westwater Canyon

Westwater Canyon WSA has some of the best quality wilderness values in the region and a low degree of conflict. The recreational values of the Colorado River have long been recognized and provide an economic contribution to the river running industry. Conflicts are minor for all mineral values. There is potential for hydroelectric development on the Colorado River in this WSA. That potential use is in high conflict with the established recreational industry on the river and endangered species habitat.

S-1.358

9. Winter Ridge

Winter Ridge WSA has the lowest wilderness quality values and the highest degree of conflicts of all the WSAs in this region. The major conflicts are with mineral and energy resources and other land uses.

S-1.359

10. Jack Canyon

Jack Canyon WSA has low wilderness-quality values and moderate conflicts compared with the other WSAs in the region. Mineral conflicts include actual gas production within the WSA from the Green River and Dakota formations. Wildlife and livestock values could probably be enhanced more by the proposed no action alternative because of potential vegetation treatments.

S-1.360

11. Turtle Canyon

Turtle Canyon WSA has high wilderness-quality values and moderate conflicts compared with the other WSAs in the region. Resource conflicts include oil and gas potential and coal development that are not reduced by any partial alternative. The WSA also contains groundwater resources. Livestock conflicts can be reduced by the 27,960-acre partial wilderness alternative.

S-1.361

12. Floy Canyon

Floy Canyon WSA has moderate wilderness quality values and moderate conflicts compared with the other WSAs in the region. Conflicts are with coal, other mineral values and livestock uses which probably would not be reduced except by the no action alternative. High cultural and wildlife values are also present

S-1.362

13. Coal Canyon

Coal Canyon has moderate wilderness-quality values and moderate to high conflicts compared with the other WSAs in the region. The area contains an important wildlife habitat. Land use conflicts with wilderness management include coal, other mineral and energy resources and livestock uses. Parts of this WSA along with the adjacent Spruce and Flume Canyons WSAs could be considered for ACEC designation if not designated wilderness to protect the wildlife resources.

S-1.363

14. Spruce Canyon

Spruce Canyon WSA has moderate wilderness qualities and moderate conflicts compared with the other WSAs in the region. Coal, oil and gas, and livestock conflicts are present. Wildlife values could be protected even if the area is not designated wilderness through an ACEC designation or special stipulations.

S-1.364

15. Flume Canyon

Flume Canyon WSA has moderate wilderness-quality values and moderate conflicts compared to the other WSAs in the region. There are conflicts with moderate levels of oil and gas,

S-1.364

(cont.)

coal resources, and livestock interests. Important wildlife values could be protected if the area is not designated wilderness by ACEC designation or restrictive development stipulations.

S-1.365

16. Daniels Canyon

Daniels Canyon WSA has both low wilderness-quality values and conflicts compared with the other WSAs in the region. There are few mineral or energy resource conflicts, but a potential conflict exists with the development of a private water right. Given the WSA's adjacency to Dinosaur National Monument, additional study should be made of transferring the unit from the Bureau of Land Management to the the National Park Service.

COMMENT LETTER S-1

BLM Wilderness Hearing
Governor Norman H. Bangerter
May 15, 1986

I appreciate the opportunity to appear before you this evening and express my position on the BLM Wilderness Draft Environmental Impact Statement. First, I would like to commend the Bureau of Land Management for the work that has gone into this draft statement. In particular, I would like to compliment Roland Robison, the state director of the BLM, for tackling this difficult issue and providing these public hearings so that our citizens can make public comment. I realize that this is the final hearing and that many people have provided you with input over the last few days so I will keep my remarks brief and to the point.

Utah is a state of many unique and varied resources. Our people, from the days of the early pioneers, have relied on the land for both their livelihood and their enjoyment. I have always believed that the people of this state choose to live here because it is the only place on earth where they can have the variety of experiences that can be enjoyed within our borders. For some of our people that includes that opportunity to make a living off of the land by raising livestock and agricultural products. For others, it is the recreational uses of camping, fishing, or hiking. For still others, it means economic vitality based on the extraction of minerals

COMMENT LETTER S-1

Page 2

from the earth. The uses of our land and resources in Utah are as diverse as the citizens themselves.

Management of these lands and resources have not always been an easy task. The greatest majority of land in this state is owned by Federal, State, or local governments. We are a public lands state in the truest sense of the word. The various landlords have not always had a consistent approach to land management. Some of these lands are managed for a single use. This requires a judgement that one use is of higher value than all others. I believe that the more successful managers have adopted a multiple use concept, where various uses are balanced with each other to provide benefit for all.

This brings to the subject of proposed BLM wilderness. I cannot support the locking up of more of our lands into single use designation. This state already has many acres in Forest Service Wilderness Designation, National Parks and military withdrawals. The BLM wilderness study areas are currently managed as wilderness areas. I believe that these lands could be carefully managed as multiple use areas with recognition of their unique values as examples of the type of terrain that existed in this state before it was inhabited by people. I do not acknowledge that those goals are mutually exclusive. I do believe that

Page 3

multiple uses can coexist, with proper management, on the same lands for maximum benefit.

My opposition to further wilderness is also based on the disturbing trend that allows single use lands such as wilderness areas to impact the surrounding lands although they are not part of the wilderness designation. We have seen activities on lands adjacent to Forest Service Wilderness areas controlled because of possible impact on those areas. Wilderness areas cannot support the creation of de facto buffer zones around wilderness areas. Unfortunately, the trend is to allow the impact of the wilderness designation to exceed beyond its actual boundaries. The Colorado case of Sierra Club vs. Block that establishes reserved water rights for wilderness areas is another example of the effect that those areas can have on surrounding lands. If that case is allowed to stand, it could have an adverse impact on our ability to develop and utilize our water. In an arid state such as Utah, the ability to develop our water resources is critical to our economic future.

I recognize that Congress has mandated wilderness review in the Wilderness Act. The state is reviewing the documents and will submit detailed comments to the BLM. I fully intend to be actively involved in the process. I feel that I must take the position that before I could support

Page 4

any acre being given wilderness designation it must be proved to me that the designation is in the national interest and in the best interest of the people of this state. I would encourage the BLM to consider carefully the competing values of the lands under study, whether those values are agricultural, recreational, or mineral. I believe that the citizens of the state of Utah would be better served by careful and prudent management of those lands under multiple use principles.

Thank you.

COMMENT LETTER S-2



STATE OF UTAH
NATURAL RESOURCES
State Lands & Forestry

355 W. North Temple • 3rd Fl. Center • Suite 400 • Salt Lake City, UT 84143 • 801-538-5508

Norman M. Bangerter, Governor
Dee C. Hansen, Executive Director
John A. Miles, Division Director

September 22, 1986

Dr. Gregory F. Thayne
EIS Team Leader
BLM Utah State Office
324 S. State, Ste. 301
Salt Lake City, Utah 84111-2303

Dear Dr. Thayne:

The State's comments on the wilderness DEIS include a comment I submitted that item 6, top left of page 119, Volume I, should be deleted because no such statute exists. Not so; the correct code reference is 65-1-45(3). I apologize for the error.

Enclosed for your information is a list of the types of leases and permits on the inholdings and some adjacent state lands. This list was prepared during the last week of June, 1986.

Sincerely,

Karl F. Kappe
KARL F. KAPPE
PLANNER

Enclosure
cc: Rod Millar

COMMENT LETTER S-3



STATE OF UTAH
NATURAL RESOURCES
Water Resources

1515 West North Temple • Suite 310 • Salt Lake City, UT 84116 • 801-533-5401

Norman M. Bangerter, Governor
Dee C. Hansen, Executive Director
D. Larry Anderson, Division Director

UTAH STATE OFFICE

RL	Off	In.A.	Date
	SD		
	ASD		
	PAO		
	EEG		
	WFR		
	LBR		
	QSR		
	Admin.		
	Action		
	Info		
	Disposal		

July 15, 1986

Mr. Roland Robison, State Director
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

Roland:

The Utah Board of Water Resources is extremely concerned about the recommendations for wilderness designation in the Utah Statewide Wilderness Draft Environmental Impact Statement released by the Bureau of Land Management. As an expression of this concern, the Board passed the attached Resolution at its July 11, 1986 meeting.

We hope the future development and management of the State's limited water resources will not be adversely impacted by the proposed wilderness designations.

Thank you,

D. Larry Anderson
D. Larry Anderson, P.E.
Director

Enclosure

Utah Board of Water Resources
RESOLUTION
on
BLM WILDERNESS DESIGNATION

WHEREAS, the Bureau of Land Management has released a Utah Statewide Wilderness Draft Environmental Impact Statement, including recommendations for wilderness designation, and

S-3.1

WHEREAS, Article 73-10-4 of the Utah Code Annotated has authorized the Board of Water Resources to "...make recommendations...on behalf of the state...for any purpose which relates to the development, conservation, protection and control of the water and power resources of the state," and

WHEREAS, wilderness designation would place extremely severe restrictions on watershed restoration, water-yield improvement, maintenance and repair of existing water-related structures, hydrometeorological data collection, and weather modification, and would virtually prohibit construction of new facilities*, and

WHEREAS, the November 25, 1985 decision by Judge John L. Kane in Sierra Club v. Block opens the door to claims that wilderness designation of BLM lands implies a federal reservation of water along with the land,

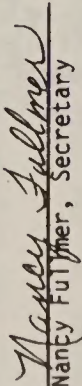
WHEREAS, wilderness designation would not produce positive benefits for water conservation, development, or management that could not be accomplished more easily under the normal BLM resource management planning process,

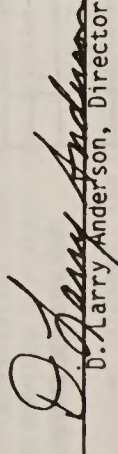
NOW, THEREFORE BE IT RESOLVED, that the Board of Water Resources opposed designation of any public lands as wilderness unless it can be demonstrated conclusively that such designation will not adversely affect present or future water resources development and management.

* * * * *

This Resolution was unanimously adopted by the Utah Board of Water Resources on this 11th day of July, 1986, on Motion of Eugene Johansen and seconded by Clark Wall.

Attest:


Nancy Fulmer, Secretary


D. Larry Anderson, Director

*See attached sheet titled, "General Considerations in Wilderness Designation"

General Considerations in Wilderness Designation

Data Collection

The BLM Wilderness Management Policy (September 24, 1982) imposes serious restrictions on the collection of hydrologic data in wilderness areas (page 21). These range from requiring "primitive means" only for snow measurement and prohibiting permanent installation of telemetry equipment, to requiring Presidential approval for establishing any new data sites. Data collection within wilderness areas is often vital to management of water resources outside the wilderness areas; in these cases, enabling legislation should contain provision to relax these requirements.

S-3.2

Weather Modification

The areas in which snowpack augmentation for increased water yield is feasible is necessarily limited to areas with the proper combination of topographic and climatic conditions. The BLM Wilderness Management Policy (page 21) imposes conditions on operational weather modification programs that are not attainable with present technology and evaluation technique.

S-3.3

Wilderness designation for areas with potential for water yield improvement by weather modification should contain appropriate provisions in the enabling legislation to permit such activities.

Water Quality Improvement (sediment control)

Implementation of erosion control structures and practices is discussed on page 20 of the BLM Wilderness Management Policy. In many parts of Utah, particularly the Colorado Basin, sedimentation due to erosion of natural areas is taking on increased importance. This is particularly true when the sediment contains soluble salts.

S-3.4

Since erosion control measures are largely passive and do not distract from the wilderness experience, wilderness designation should contain language to permit implementation of such measures in most cases.

Water Resources Development

The water supplies of Utah are very limited and in many cases, development of a given source of water is physically and economically feasible only in specific locations. Where possible, wilderness designation which will prevent or severely inhibit development of a significant source of water should be avoided.

S-3.5

Instream Flows

At the present time Utah water law permits the Utah Division of Wildlife Resources to establish water rights for instream flows. This is the only entity recognized by the Utah statute with the ability to acquire this type of water right. Therefore, it should be understood that designation of an area as wilderness in no way implies that surface or emerging subsurface water flows can be authorized as instream flows without proper filing by the Utah Division of Wildlife Resources.

S-3.6

COMMENT LETTER S-4

TRANSPORTATION COMMISSION

SAMUEL J. TAYLOR
Chairman
WAYNE S. WINTERS
Vice Chairman
CLEM H. CHURCH
R. LAVAUN COX
TODD G. WESTON
ELVA H. ANDERSON
Secretary



UTAH DEPARTMENT OF TRANSPORTATION

4501 South 2700 West
Salt Lake City, Utah 84119

December 17, 1986

Mr. Rolano Robison, Director
Bureau of Land Management
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Mr. Robison:

We make an effort to keep abreast of solicited comments for Wilderness Study Areas (WSA) and Areas of Critical Environmental Concerns (ACEC), etc. However, I thought it would be appropriate to make a general comment regarding special study areas that about highway right-of-ways.

Since highway right-of-way lines are a definite, and usually a visible line, they make a good reference. However, it is often necessary to change right-of-way lines slightly to accommodate a realignment for safety or access purposes. I would request that highway right-of-ways receive a 100 yard set back for special areas like WSA's and ACEC's. This would avoid the reo tape we have recently experienced when a line adjacent to a WSA was requested to be moved 30' to accommodate an access to a BLM road.

I have enclosed a copy of a similar request regarding wilderness Study Areas. Thank you for your assistance in this matter.

Sincerely,

William D. Hurley
William D. Hurley, P.E.
Director

Enclosure

WDH/ps

Pl	Off	Dir	Date
	SD		
	ASD		
	PLC		
	EEC		
	MA		
	L&R		
	Oper		
	Admin		

Action: _____
Info: _____
Discuss: _____

WILLIAM D. HURLEY, P.E.
Director

GENE STURZENEGGER, P.
Assistant Director

UTAH STATE OFFICE

COMMENT LETTER S-5



UTAH STATE
SOIL CONSERVATION COMMISSION
350 North Redwood Road
Salt Lake City, Utah 84116

July 15, 1986

Roland Robison, State Director
Bureau of Land Management
324 South State, #301
Salt Lake City, UT 84111-2303

Dear Roland:

Subject: BLM Wilderness Issue

At the most recent meeting of the Utah Soil Conservation Commission, a resolution was adopted to verbalize the Commission's stand on the Bureau of Land Management's proposed Wilderness Study Areas. A copy of that resolution is enclosed.

The Commission is the state level policy-making body which assists the 38 local Soil Conservation Districts in carrying out resource improvement and conservation programs. This Commission is composed of seven Governor-appointed individuals from the private sector, four state government agency representatives, and the President of the Utah Association of Conservation Districts. As the Commissioner of the Utah Department of Agriculture, I serve on the Commission and am designated by statute as the Chairman.

The Commission and the local districts are vitally concerned with the outcome of the proposed Wilderness issue since their programs are based on the multiple use concept of public lands. Your careful consideration of this resolution in BLM's public comment process is encouraged.

Sincerely yours,

Mike Perry
Mike "Cap" Perry
Commissioner, Utah Department of Agriculture/
Chairman, Utah Soil Conservation Commission

KNJ:cg

Enclosure

S-5.1

R E S O L U T I O N

WHEREAS, the Bureau of Land Management (BLM) has concluded a study in Utah of about 22 million acres of land which they manage, to determine if any of these acres should be designated as part of the National Wilderness Preservation System (NWPS); and

WHEREAS, the BLM has identified six regional areas with further classification of 82 Wilderness Study Areas (WSAs) of which 54 WSAs or 1.9 million acres have received a recommendation from the BLM to be designated as wilderness in the state; and

WHEREAS, there are now 802,639 acres of existing wilderness in Utah, with an additional 1,264,431 acres recommended for wilderness by the National Park Service, and 469,800 acres being managed to preserve roadless, primitive values, plus additional acres of Indian Reservations, Defense Installations, and other federally managed single-use areas; and

WHEREAS, there are now more than 32 million wilderness acres designated in the United States (excluding Alaska and Hawaii) with 87 percent being in the 11 western states; and

WHEREAS, the BLM's preferred alternative would declare almost two million additional acres as wilderness, thereby adversely affecting the economic stability of the surrounding agricultural communities, and

WHEREAS, wilderness designation likely would be in perpetuity, thereby causing irretrievable loss financially to the state from revenue sources resulting from tourist, industrial, and agriculturally related development, and

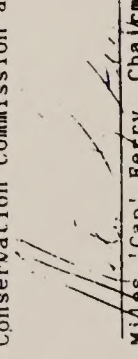
WHEREAS, wilderness designation could prevent establishment of certain conservation measures which may have a serious impact upon water supplies and/or other municipal needs;

NOW, THEREFORE, BE IT RESOLVED that the Utah Soil Conservation Commission strongly supports the position taken by Governor Bangerter that "before any acre be given wilderness designation, it must be proven that wilderness designation is in the national interest and in the best interest of the people of this State." And further, that we will oppose any effort to allow any federal or state agencies to manage their lands in such a manner as to preclude multiple-use principles;

BE IT FURTHER RESOLVED that the Utah Soil Conservation Commission urges Congress to modify the Federal Land Management Policy Act to exclude any state with greater than 30% federal ownership from the provisions of the 1964 Wilderness Act.

BE IT FURTHER RESOLVED that the Commission directs the Chairman to notify the Governor's office, the Utah Congressional Delegation, and the State Director of Utah BLM of this resolution.

UNANIMOUSLY PASSED by the Utah Soil Conservation Commission at their meeting held June 26, 1986.


Miles 'Cap' Ferry, Chairman and
Commissioner, Utah Department of Agriculture

LOCAL GOVERNMENT

CONSOLIDATED LOCAL GOVERNMENT RESPONSE
TO THE
UTAH BLM STATEWIDE WILDERNESS
DRAFT ENVIRONMENTAL IMPACT STATEMENT

Prepared as a cooperative effort of Utah counties directly and indirectly affected by potential designation of wilderness areas on BLM lands in Utah in concert with the Wilderness Subcommittee of the Governor's Advisory Council on Inter-Governmental Affairs.

June 27, 1986

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PART II - WSA SPECIFIC RESPONSES

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| 2 - Cedar Mountain WSA | 42 - Mt. Pennell WSA |
| 3 - Deep Creek Mountains WSA | 43 - Mt. Hillers WSA |
| 4 - Fish Springs WSA | 44 - Little Rockies WSA |
| 5 - Rockwell WSA | 45 - Mancos Mesa WSA |
| 6 - Swasey Mountain WSA | 46 - Grand Gulch ISA Complex |
| 7 - Howell Peak WSA | 47 - Road Canyon WSA |
| 8 - Conger Mountain WSA | 48 - Fish Creek Canyon WSA |
| 9 - North Peak WSA | 49 - Mule Canyon WSA |
| 10 - King Top WSA | 50 - Cheesebox Canyon WSA |
| 11 - Wah Wah Mountains WSA | 51 - Dark Canyon ISA Complex |
| 12 - Cougar Canyon WSA | 52 - Butler Wash WSA |
| 13 - Red Mountain WSA | 53 - Bridger Jack Mesa WSA |
| 14 - Cottonwood Canyon WSA | 54 - Indian Creek WSA |
| 15 - LaVerkin Creek Canyon WSA | 55 - Behind the Rocks WSA |
| 16 - Deep Creek WSA | 56 - Mill Creek Canyon WSA |
| 17 - North Fork Virgin River WSA | 57 - Negro Bill Canyon WSA |
| 18 - Orderville Canyon WSA | 58 - Horseshoe Canyon (North) WSA |
| 19 - Parunuweap Canyon WSA | 59 - San Rafael Reef WSA |
| 20 - Canaan Mountain WSA | 60 - Crack Canyon WSA |
| 21 - Moquith Mountain WSA | 61 - Muddy Creek WSA |
| 22 - The Blues WSA | 62 - Devils Canyon WSA |
| 23 - Mud Spring Canyon WSA | 63 - Sid's Mountain WSA |
| 24 - Paria-Hackberry WSA | 64 - Mexican Mountain WSA |
| 25 - The Cockscomb WSA | 65 - Jack Canyon WSA |
| 26 - Wahweap WSA | 66 - Desolation Canyon WSA |
| 27 - Burning Hills WSA | 67 - Turtle Canyon WSA |
| 28 - Death Ridge WSA | 68 - Floy Canyon WSA |
| 29 - Phipps-Death Hollow ISA Com. | 69 - Coal Canyon WSA |
| 30 - Steep Creek WSA | 70 - Spruce Canyon WSA |
| 31 - North Escalante Canyons/
The Gulch ISA Complex | 71 - Flume Canyon WSA |
| 32 - Carcass Canyon WSA | 72 - Westwater Canyon WSA |
| 33 - Scorpion WSA | 73 - Winter Ridge WSA |
| 34 - Escalante Canyons Tract 5
ISA Complex | A - Red Butte WSA |
| 35 - Fifty Mile Mountain WSA | B - Spring Creek Canyon WSA |
| 36 - Mt. Ellen-Blue Hills WSA | C - The Watchman WSA |
| 37 - Bull Mountain WSA | D - Taylor Creek Canyon WSA |
| 38 - Dirty Devil WSA | E - Goose Creek Canyon WSA |
| 39 - Horseshoe Canyon (South) WSA | F - Beartrap Canyon WSA |
| 40 - French Spring-Happy Canyon WSA | G - Fremont Gorge WSA |
| 41 - Fiddler Butte WSA | H - Lost Spring Canyon WSA |
| 42 - Mt. Pennell WSA | I - Daniels Canyon WSA |
| 43 - Mt. Hills WSA | |
| 44 - Little Rockies WSA | |
| 45 - Mancos Mesa WSA | |

PART III

- Box Elder County
Carbon County
Emery County
Garfield County
Grand County
Juab County
Millard County
Piute County
San Juan County

- San Pete County
Sevier County
Six County Commissioners Org.
Southeastern Utah A.O.G.
Tooele County
Uintah County
Washington County
Wayne County

PART I
GENERAL CONCERNS

INTRODUCTION

LCO-1.1

Local Government in Utah is not opposed to protection of the natural and cultural resources found on public lands in Utah. No one is more cognizant of the value of the public domain than a local elected leader of a community whose economic life line is tied directly to the land. The question then is not whether the land should be protected but rather how it should be protected. Wilderness management of vast expanses of the public domain is seen by some as being the only effective means by which the resources of the lands may be preserved for future generations. Upon closer examination wilderness management is clearly seen to be an irrevocable and irretrievable commitment of land and its resources to a singular purpose--that purpose being the preservation of wilderness character. All other uses of designated wilderness lands are subordinated to that purpose. This commitment of resources is, on its face, in conflict with the future economic viability of associated land dependent economies. It is clear that wilderness designation will limit the extraction of natural resources, prevent development of rangelands, further regulate current rangeland practices, suppress employment and earning levels and conflict with duly adopted local master plans. Not so clearly understood are the additional conflicts and impacts that will arise due to peripheral zones of influence, interagency transfers, law suits attendant to air quality degradation over otherwise pristine areas and the court ordered wilderness reserve water right among others. This amplified and open ended potential for increasing federal regulation and environmental litigation is unacceptable to local government.

LCO-1.2

While the clear and relatively quantifiable impacts analyzed in the Utah BLM Statewide Wilderness Draft Environmental Impact Statement are sufficient to generate serious concern among affected local officials, it is this latter group of unevaluated and unaddressed concerns that solidifies the response of affected local governments to the BLM wilderness initiative.

LCO-1.3

While the clear and relatively quantifiable impacts analyzed in the Utah BLM Statewide Wilderness Draft Environmental Impact Statement are sufficient to generate serious concern among affected local officials, it is this latter group of unevaluated and unaddressed concerns that solidifies the response of affected local governments to the BLM wilderness initiative.

LCO-1.3
(cont.)

Until the matters of peripheral zones of influence, interagency transfers, and the wilderness reserve water right are thoroughly addressed and resolved, it is the position of the affected local governments that there must be no further wilderness designations in Utah. At such time as these issues are satisfactorily resolved then any wilderness designation must be done with extreme caution and restraint.

LCO-1.4

Wilderness designation without restraint could well seal the fate of many of Utah's rural economies. Wilderness management is the most restrictive, exclusionary land management mode ever devised for the public domain. While this status may once have belonged to the nation's parks, now even the parks are in line for elevation to wilderness status. The method of wilderness management is to preclude, or where it exists, to eliminate the evidences of modern man from designated areas. The unique objectives of wilderness management is to create a sense of "place" for selected recreationists who seek solitude and serenity in 5000 "unimpaired" acres or more of the public domain.

The setting aside of thousands or perhaps millions of acres of public domain to accommodate the solitary and primitive recreational needs of an extreme minority of the recreating public is seen as a gross over reaction. The claim that wilderness designation is needed to protect the natural resource is an obfuscation of the true objective of wilderness management since the vast majority of lands under wilderness study are not at risk of man's imprint in any case as is shown in the DEIS and as is discussed under "Cost Benefit Analysis" in this local government response.

LCO-1.5

The arsenal of land management alternatives available to the public land manager as well as his authority are extensive and functional. Areas with unique values may be protected through various leasing categories, mineral withdrawals or through Area of Critical Environmental Concern or Outstanding Natural Area designation. Wilderness designation

LCO-1.6

is not needed to protect the natural and cultural values on the lands. The concept of wilderness does nothing more than elevate the notions of solitude and primitive and unconfined recreation to such a status as to justify the setting aside of millions of acres of public land in the interest of their pursuit. Although lands designated as wilderness will still be technically classified as multiple use lands, the priorities for their use will be dramatically and, for all practical purposes, irrevocably and irreversibly altered.

LCO-1.7

In-so-far as recreation is concerned, local officials in Utah generally concur with the goals adopted by the 1964 Outdoor Recreation Resources Review Commission. Briefly stated the goals of that Commission were as follows:

1. Preservation of the natural heritage of our nation in two senses.
 - A. Protection of some areas in a manner "as nearly in their original state as possible and,
 - B. Opportunity for a wide variety of recreation uses that do not require the strict preservation of resources in their natural condition.
2. The wise development of our recreation resources recognizing that the larger number of our citizens require outdoor recreation serviced with basic facilities such as roads, picnic tables and sanitation.
3. Accessibility - an opportunity for all Americans to know and enjoy the outdoors. This was identified as a central problem of outdoor recreation over the next 40 years.

This Local Government Response to the Utah BLM Statewide Wilderness DEIS is divided into three parts. Part I is a series of general discussions on topics of major concern to local government. The purpose of these discussions is two fold:

1. To present the most serious cross-cutting concerns that local government has with wilderness designation on Bureau of Land Management lands.

The Wilderness Act of 1964, as amended, does not define a road. The Federal Land Policy and Management Act of 1976 does not define a road. Agencies that have traditionally operated under authority of the Wilderness Act of 1964 have evolved their own definitions. The Code of Federal Regulations, Title 43 Part 19, Subpart A which pertains to the National Park Service and the U.S. Fish and Wildlife Service contains a definition of roadlessness. Subpart B of Part 19 pertains to the Bureau of Land Management and it does not contain a road definition.¹ The Department of Interior has taken the position that whether a road is a public highway is determined by the law of the state where the land is located and the state courts are proper forums to determine whether a public highway under 43 U.S.C. 932 has been created. (Homer Meeds, 26 IBLA 281, 1976) Section 27-15-1 UCA defines a road as:

"'Road' means any road, way or other land surface route that has been or is established by use or constructed and is maintained to provide for usage by the public for vehicles with four or more wheels that is neither a class A, class B or class C road under article 3, chapter 12, title 27."²

In this definition "maintained" means to keep the road reasonably passable for vehicles with four or more wheels.

If a road is dedicated and abandoned to public use by uninterrupted use by the general public for a period in excess of ten years, then that road, unless otherwise designated, is under the control of the county commission in the county where it is located.³

¹ February 1978 memo from Assistant Secretary for Land and Water Resources, DOI to Representative Gunn McKay.

² April 24, 1978 memo from Regional Solicitor, SLCU to State Director, Utah, BLM, SLCU.

³ Ibid.

LCO-1.8

2. To present those critical areas where it is felt that the DEIS has been inadequate in its analysis or in error with its assumptions in selected areas.

Part II of this Local Government Response is an area by area response and recommendation for each of the eighty-two Utah WSA's.

Part III is a collection of letters from each of the affected counties expressing support for and endorsement of the findings and expressions of concern expressed in this response.

LCO-1.8
(cont.)

Rainfall in the Utah BLM wilderness study areas is slight (5 inches in the low areas to 25 inches in the Henry Mountains and mountains of the West Desert, BLM-DEIS, Vol. 1 pg. 59.) Erosion and degradation of roads on the Utah BLM is correspondingly slight. Extensive or frequent maintenance, either by hand or mechanical means, is usually not necessary to maintain "reasonably passable" conditions for the type of vehicles customarily found on the Utah BLM. For these reasons, the frequency of maintenance on Utah BLM roads does not necessarily serve as a measure of whether a given passage is or is not a road for wilderness purposes.

Certain roads on BLM lands meet the state definition of a county road, they do receive recurrent use for preplanned, predetermined and intended purposes and yet they were included in WSA's without recognition of their legitimate status as roads. These roads will be identified individually in the discussion of specific wilderness study areas in Part II of this response. The rationale and legal precedents discussed above serve as a basis for our claim that the passages in question are in fact roads under Utah law and also for our claim that they should be recognized as such by the Bureau of Land Management. We believe that the Draft EIS was inadequate in its evaluation and designation of certain roads on lands administered by the BLM.

WATER AND WATER RIGHTS

LCO-1.9

The majority of Utah's BLM wilderness study areas are situated in or adjacent to the state's most arid regions. The ability to constructively divert the region's limited supply of fresh water is central to the economic livelihood of the region. Pursuant to Sierra Club v. Block, November 25, 1985, access to limited water resources in and about Utah wilderness study areas is cast into serious doubt. Although the case is on appeal both Sierra Club v. Block and historical precedent clearly indicate that a federal reservation of land does include a reservation of water rights sufficient to meet the purposes of the reservation. It is claimed by some that this federal reserve water right will be junior to existing water rights and, therefore, not injurious to current rights. However, management of designated wilderness areas is intended to maintain or to restore conditions within a designated area to those conditions which existed prior to the influence of man. Accordingly, the wilderness water right reservation would not be a diversion or a consumptive use right but rather it will become a reservation and maintenance of historic flow patterns and qualities. Acceptance of anything less than historic flow patterns would be contrary to the BLM mandate to manage wilderness areas "for the protection of their wilderness character" absent the imprint of man. Endless opportunities for litigation are available under the pretense of a wilderness water reservation.

LCO-1.10

A wilderness reserve water right could prevent changes in points of diversion or conversion of existing rights from diversion to consumptive use. Such massive projects as the Central Utah Project could possibly be prevented if the federal government ruled that diversion of Uintah Basin water could alter flows or quality in downstream wilderness areas such as those proposed in Desolation Canyon and Canyonlands National Park.

LCO-1.11

There is also concern that a federal reserve water right may already exist on BLM lands. In November 1984, the House Appropriations Committee

LCO-1.11
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issued a report which said that in order for the Bureau of Land Management "...to comply with congressional intent regarding the utilization of public rangelands, it is essential for the BLM to have the use and control of all water on the public domain necessary to support the proper use and management of its lands." The reservation of the public domain for grazing purposes occurred in 1934 with passage of the Taylor Grazing Act. Prior to the advent of the wilderness concept, use of water on the BLM was primarily for either diversive or consumptive purposes. With the wilderness concept now suggesting that historic flows and qualities must be maintained in designated areas it is fully reasonable to expect that, once established, BLM wilderness reserved water rights will date from the passage of the Taylor Grazing Act of 1934. Such a finding, after the Utah BLM Wilderness has been designated, could be devastating to Utah.

LCO-1.12

According to Dr. Ferris P. Allgood, USDA state soil scientist, only 3% of the state or two million acres is currently under cultivation. If more water were made available, as much as 8.5 million acres or more could be used for farming and pasture. However, approximately 34 of southern Utah's major perennial water sources will be affected or potentially affected by wilderness water reservations. The Utah BLM Statewide Wilderness Draft EIS has not considered the potential economic implications of a wilderness water right reservation on affected area economies. Until this economic impact issue is resolved, the BLM cannot generate a competent economic analysis of the impacts of wilderness designation on local economies. Without such an analysis, it is impossible to make competent recommendations for wilderness designations on public lands. The DEIS is seriously inadequate in its analysis of water rights issues and related economic impacts.

SOCIOECONOMICS

LCO-1.13

Some study policies and management guidelines for BLM wilderness are vague and open ended. While certain uses are claimed to be allowable and certain regulatory schemes are claimed to be not applicable, there exists the ever present statutory mandate that wilderness is to be managed for the preservation and enhancement of its wilderness character. Regulatory obfuscations, combined with a clear overriding policy mandate create limitless opportunities for litigation to restrict certain uses that had been "allowed" through prior right and impose certain limitations that were not anticipated by the general public during the review period.

Peripheral Zones of Influence (Buffer Zones)

LCO-1.14

As case in point, wilderness study policies state that it is the policy of the BLM not to create protective buffer zones around wilderness. However, the guidelines also state that a wilderness area "shall not, of itself"⁴ preclude activities or uses up to the wilderness boundary. Furthermore, BLM wilderness management policies state that "mitigation of impacts from outside wilderness will not be so restrictive as to preclude or seriously impede"⁵ activities on adjacent lands.

Although BLM wilderness will not "of itself" preclude or "seriously impede" activities on adjacent lands, it is clear that the existence of BLM wilderness will be a factor in the regulation of activities on adjacent lands. The question remaining is "to what degree will wilderness areas be a factor in governing activities on adjacent lands"? With a strict mandate to preserve wilderness character, it is arguable that wilderness proximal to a proposed activity could be a substantial factor negatively affecting that activity. The debate over logging at

⁴ Department of the Interior, BLM, Wilderness Study Policy, Part II, Federal Register, Wednesday, February 3, 1982.

⁵ Wilderness Management Policy, US DOI, BLM, September 1981.

LCO-1.14
(cont.)

Gilbert Creek adjacent to the High Uintahs wilderness is a current case in point.

It is instructive also to consider the treatment of weather modification regulations and their allowable relationship with wilderness areas. With regard to weather modification BLM wilderness management policies state:

"...long-term weather modification programs, which will produce a repeated or prolonged change in weather during any part of successive years, are likely to have a direct and often substantial impact in terms of ecological and physical effects. Even though the human contribution to these impacts on the ecology and physical conditions on the ground may be obscured by the fact that the activities are carried on outside or above the wilderness, they nevertheless can be recognized to be the result of human activities and therefore cannot be permitted where they will directly affect wilderness areas."⁶

Such a regulation is a harbinger of restraints which can be expected to be levied against sights, sounds or impediments to visual range or quality emanating from activities on adjacent lands.

That the "buffer zone" concept is a current and relevant issue is undeniable. For example, two bills now before congress, SB-2092 and SB-1869, seek to establish environmental zones and tax benefit limitation zones respectively around federally protected areas. However, in lieu of the term "Buffer Zone", because it has been disavowed by the BLM, the terms "peripheral zone of influence" or "extraterritorial influence" will be used in this response.

Because wilderness will undoubtedly be a factor affecting activities on adjacent public lands, the BLM has erred in its failure to analyze the negative economic impacts of restrictive peripheral zones of influence or extraterritorial influences on lands adjacent to wilderness areas.

⁶ Ibid.

LCO-1.14
(cont.)

Because the existence of wilderness will be a factor in managing activities on adjacent lands, the decision by BLM to not consider peripheral zones of influence or extraterritorial influences in the Draft Environmental Impact Statement leaves the DEIS deficient in its analysis of the economic impacts of wilderness on area economies. Knowing that wilderness would be a factor influencing management of adjacent lands means that the decision not to analyze extraterritorial socioeconomic impacts was arbitrary.

LCO-1.15

Grazing

The Wilderness Act provides for continued livestock grazing where it has been established prior to the designation of the area as wilderness. However, Wilderness Management Policy goes on to state that "grazing shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture."⁷ The DEIS has considered losses in revenue and AUM's to area grazers as a result of the curtailment of proposed land treatments, water manipulations and so on. The DEIS has not adequately considered the economic loss that may occur as a consequence of the secretary exercising his statutory prerogative to promulgate increasingly restrictive grazing guidelines in order to preserve and enhance the wilderness character and limit the activities of non-conforming users.

Furthermore, there will no doubt be many instances where a grazing permittee will enhance the grazing capacity of his allotments through habitat manipulation. If this increased carrying capacity is on lands which straddle a wilderness area boundary, then the permittee will be faced with maintaining one number of stock on one part of his allotment and another number of stock on the balance of the same allotment. Several approaches are available to address such a conflict. The BLM may require that the permittee fence the improved allotment. The cost of this approach is not considered in the DEIS. The BLM may disregard the

⁷ Ibid.

LCO-1.16
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"trespass" of additional animals onto the wilderness range. This would put the BLM out of compliance with its wilderness management mandate and at risk of legal action. The BLM could prevent range manipulations on adjacent federal lands to preclude the possibility of having disparate carrying capacities on the same allotment. The cost of this approach to permittees and area economies is not considered in the DEIS.

Interagency Transfers

Twenty nine BLM wilderness areas, consisting of 871,500 acres are adjacent to wilderness or wilderness review units administered by other agencies.

BLM has made no recommendations for transferral of BLM wilderness to other agencies in the DEIS. Accordingly, the BLM has deferred any discussion of possible interagency transfers for inclusion in the Wilderness Study Report which is the decision making document following the final EIS.

Because of the number of BLM wilderness areas contiguous to wilderness or proposed wilderness of other federal agencies, it is reasonable to expect that exchanges will occur between federal agencies. If exchanges occur, it must be assumed that the exchanged lands will be subject to management policies of the recipient agency. Of the 871,541 acres of BLM wilderness study area contiguous to other federal agency wilderness or wilderness review areas, 135,800 acres are adjacent to units of the National Park Service. If any or all of these areas are transferred, it is not known whether they will become subject to Class I air quality designation. The cumulative impacts of wilderness designation including possible expanded Class I air quality areas in southern Utah is a matter of deep concern.

LCO-1.18

The socioeconomic impacts of any proposed agency transfers should be analyzed in the DEIS. If no proposals for exchange are ultimately set forth in the Wilderness Study Report then the DEIS, in its present form, may be adequate in its treatment of the issue of interagency exchanges.

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However, if the Wilderness Study Report contains recommendations for transfers of wilderness areas between federal agencies then the DEIS will have been inadequate and incomplete with regard to its analysis of socioeconomic impacts.

Since it cannot be known until the Wilderness Study Report is written whether recommendations for exchange will be made, and since it is likely that recommendations for exchange will be made, the DEIS has erred in not having addressed agency exchanges of wilderness study areas.

Geographic Balance

Of the 82 wilderness study areas considered in the DEIS, 68 or 83% of the total are located in two specific state and federally recognized labor market areas. Of the 58 areas recommended by BLM in the Proposed Action Alternative, 51 or 88%, or 1,683,896 acres, are located in these two labor market regions. In addition to the 1,683,896 acres included in the 51 proposed wilderness areas, the two labor market regions contain 166,102 acres of designated wilderness, 1,224,747 acres of NPS administratively endorsed wilderness, 90,100 acres of additional considered NPS acres, 56,800 state designated acres and 413,000 acres of Indian tribe wilderness for a total of 3,634,645 acres. For comparison, the balance of the state, consisting of 5 labor market regions contains 208,506 acres in the BLM proposed action, 659,088 acres of designated wilderness, 39,684 acres of NPS administratively endorsed wilderness and 1,853 acres of additional considered NPS acres for a total of 909,131 acres. Considering the wilderness acres in the proposed BLM action plus other federal and state designated or proposed wilderness, Utah contains a total of 4,543,776 existing or proposed acres of wilderness. Of this total 3,634,645 acres or 80% of the total acreage is situated in the southern and southeastern labor market areas.

As was mentioned in "Peripheral Zones of Influence" above, wilderness will have an impact on man's activities outside of designated areas. The

LCO-1.19
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density of BLM and other agency wilderness or proposed wilderness areas in southern and southeastern Utah will result in the area's peripheral zones of influence overlapping one another and compounding their net influence across essentially the whole of the two labor market areas.

Taken as individual units, the two labor market areas of southern and southeastern Utah are homogenous economic and labor market regions and they are recognized as such by both federal and state agencies. Within each region, the labor pool, the resource base including water and air and the communities themselves are largely self-contained, free standing and distinct from the balance of the state. A significant change in this geo-economic composition in one part of one region will affect the entire region. If the change is land based then the effect is further compounded since the economies of both regions are land based. Designation of 3,634,645 acres of land in the two regions as Wilderness, with all of its attendant limitations, restrictions and extraterritorial influences, would be a significant change.

While a small number of scattered wilderness areas in a given region will exert a measure of influence on surrounding lands, numerous areas concentrated in specific, defined geo-economic regions, such as southern and southeastern Utah, will have a profound effect on the activities and management of surrounding lands and land dependent economies. The BLM has disavowed a policy of establishing buffer zones and, accordingly, it has determined to not consider peripheral or extraterritorial impacts. However, the configuration and concentration of wilderness study areas in southern and southeastern Utah herald the prospect of enormous potential economic impacts on area economies. Failure to analyze the cumulative or compounded extraterritorial impacts of wilderness areas in southern or southeastern Utah constitutes a major error and omission in the DEIS even beyond the omission of analysis of simple, non-compounded extraterritorial impacts. Stated differently, a decision to not consider buffer zones does not release the BLM from its responsibility to consider

LCO-1.19
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the negative socioeconomic impacts of peripheral zones of influence and their compounded effect, where it exists, on adjacent lands and economies. BLM did not respond to its obligation in this regard.

The concentration of 88% of BLM's proposed wilderness areas in the two labor market areas of southern and southeastern Utah is clearly contrary to the notion of geographic balance. Wilderness study policy states that geographic balance "will not be used as the sole basis for determining whether an area is recommended as suitable or unsuitable for wilderness designation." However, the study policy goes on to state that "depending on the amount of designated or administratively-endorsed wilderness present in a state or surrounding region, such circumstances, considered in conjunction with other factors in an overall context, could contribute to a nonsuitable recommendation for a WSA in the same region." From this it is clear that the amount of wilderness in a given area was intended to be a factor in determining whether additional wilderness will be designated.

Despite the language of the study policy, BLM has not considered the factors of redundancy and geographic balance as justification for ruling out WSA's as candidates for designation in areas where substantial wilderness or potential wilderness already exists.

The BLM DEIS has not adequately or correctly considered the factor of geographic balance and redundancy of wilderness areas as demonstrated by the fact that 88% of the areas studied or, stated differently, 89% of the wilderness acres of the proposed action, are located in two out of seven labor market areas of the State of Utah.

It makes little sense to apply the concept of wilderness management to arbitrarily defined tracts amidst the vast public domain of the western public land states. Because the federal government owns most of the land in many of the western states, ample opportunity and statutory and regulatory authority exists to protect wilderness values without

LCO-1.19
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wilderness designation. For this reason, affected local governments in Utah support the Utah legislative concurrent resolution arising out of the Second Special Session of the 1986 Legislature wherein Congress is urged to modify the Federal Land Policy and Management Act to exclude any state with greater than 30% federal ownership from provisions of the 1964 Wilderness Act. This, in our view would be a more appropriate application of the concept of geographic balance.

LCO-1.20

Cost Benefit Analysis

Wilderness management policy dictates that "areas recommended as suitable for wilderness designation should possess wilderness values and multiple resource benefits capable of balancing the benefits of other resource values and uses which would be foregone due to wilderness designation." The DEIS analyzes 3,231,327 acres in 82 WSA's and recommends that 1,892,402 acres be designated in 58 separate WSA's. Of these 3.2 million acres 215,967 acres could be expected to be adversely affected by the activities of man under the no-action alternative (BLM-DEIS Vol. 1, pg. 110.) Since 3,015,360 acres are at no risk of human imprint under the no-action alternative there can be no "wilderness values and multiple resource benefits" derived from designating these lands as wilderness. Since there is no value gained as a consequence of designating these 3,015,360 acres as wilderness, nothing is contributed to offset the costs of designation of these lands. Only the "wilderness values and multiple resource benefits" of the 215,967 acres which are considered to be at risk and which may be preserved through wilderness designation, may be considered as an offset to the socioeconomic costs of designation. Therefore, using the Proposed Action alternative as an example, the "wilderness values and multiple resource benefits" on 86,196 acres, which represents that portion of the 215,967 acres considered to be at risk of human imprint which would be given protection under this alternative, must offset cumulative local and state socioeconomic expenses of extraordinary proportions, some of which are listed below:

50% of oil and gas potential in 3.2 million acres (425 million barrels of oil, 2,850 billion cubic feet of natural gas)

LCO-1.20
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149,459,000 tons of coal
934,325,000 barrels tar sand resource
31,500 tons in-place vanadium/uranium
1,485,000 tons in-place copper
1,012,500 tons in-place lead/zinc
450,000 tons in-place manganese
326 tons in-place gold
2,250 tons in-place silver
4,317 AUM's (within WSA's)
Constraints on ranching practices on 1,892,402 acres
Conflict with master plans in 13 Utah counties
Conflict with management of 199,317 acres of state trust land
5% employment loss in six Utah counties not counting multiplier factors
5% reduction in income in six Utah counties not counting multiplier factors
Estimated 1,119,233 annual loss in federal mineral receipts to state not counting multiplier factors
Anticipated but unestimated costs attributable to peripheral "zone of influence" factor
Anticipated but unestimated costs attributable to wilderness water right reservation
Anticipated but unestimated costs attributable to expansion of National Parks resulting from interagency transfers

When taken as a whole, the costs anticipated in order to protect 86,196 acres under the preferred alternative or 215,967 acres of public domain in all the WSA's from the intrusion of man far outweigh the "wilderness value and multiple resource benefits" that will be preserved. This disproportionate cost to benefit ratio is all the more disproportionate when redundancy, geographic concentration and compounded peripheral zones of influence attendant to the WSA's proposed for designation are given proper consideration.

The DEIS has inadequately and improperly evaluated the relationship between the socioeconomic and natural resource costs of designation versus the wilderness values and multiple resource benefits gained.

LCO-1.21

Air Quality

Utah currently has assumed primacy over air quality protection within the state. Presumably, as a result of this primacy, only the state may elevate Class II air quality areas to Class I. Also presumably, the

LCO-1.21
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state will determine the means by which air quality will be maintained. The state's plan for exercising this primacy is set forth in the State Implementation Plan. The SIP must be reviewed and accepted by the federal government which then makes the grant of primacy to the state. If the federal government finds the SIP unacceptable, the state risks losing its "primacy." Clearly, the state's primacy over air quality is at the pleasure of the federal government. Equally clear is the federal government's intent to maintain pristine conditions in federally designated Class I air quality areas (835,000 acres in southern Utah) and in designated wilderness areas.

Retention of primacy over air quality matters by the State of Utah is conditioned upon the state's continued placation of the federal grantor of that authority. The federal government clearly has its own agenda for maintenance of certain environmental conditions in and around areas of particular concern to it. Partly in response to this federal agenda Utah is currently reviewing the possibility of designating integral vistas from the state's national parks.

Sixty-seven of Utah's 82 BLM WSA's are within identified integral vistas. (BLM-DEIS Vol. 1, pg. 59.) Twenty-seven of the 82 WSA's are contiguous to or in close proximity to designated Class I areas. The proximity of these WSA's to Class I areas "suggests that their air quality related values are similar to those found in Class I areas." (BLM-DEIS Vol.1, pg.59) Management of a designated wilderness area will, of necessity, reflect area-specific features and values including air and visual resource values. Therefore, if the majority of Utah WSA's are within proposed integral vistas, if their air quality is similar to contiguous or nearby Class I air quality areas, if their visual quality is considered to be one of their values and if the imprint of man is to be largely removed, there can be no doubt that pressure, both legal and political, will soon come to bear upon the state to bring designated

LCO-1.21
(cont.)

wilderness areas up to Class I air quality standards. In 1985, the Utah Air Conservation Committee denied itself by one vote the authority to designate areas requiring "further air quality protection," or in other words, state designated quasi Class I air quality areas.

Proliferation of Class I air quality areas across the southern and eastern portions of Utah will be one more significant obstacle to the future economic growth of the region. Because the state currently has primacy over air quality issues, the potential for elevation of Class II areas to Class I and the potential for designation of integral vistas, with their attendant socioeconomic impacts, were not addressed in the DEIS. The circumstances as described, however, penetrate this obfuscation and give clear warning to local and state decisionmakers as to the potential course of events, relative to air quality protection, following final designation of Utah BLM wilderness. Scant comfort is derived from the state's assumption of primacy over air quality matters when the once inviolate state's rights over water have been cast into a morass of litigation following the wilderness reserve water right decision.

STATE TRUST LANDS

Up to 330,114 acres of state trust lands are either inheld or adjacent to wilderness study areas. This number is composed of 300 inheld sections and 234 sections that are so closely involved with the wilderness boundary that they could become isolated by either BLM or NPS wilderness proposals. An additional 311 sections are considered to be adjacent but not at risk of becoming isolated. (BLM-DEIS Vol. 1, pg. 35) This means that a total of 845 sections or approximately 540,800 acres or 12.6% of the state's trust land estate is directly subject to the influence of wilderness management as a result of inclusion or through the effect of peripheral zones of influence on BLM lands. This is particularly true in southern and southeastern Utah where peripheral zones of influence are likely to overlap in many areas. Trading out of inheld sections will be of questionable value in solving this dilemma since wherever the state may select alternative federal sections, those selected lands will still be immersed within a matrix of federal land which will remain subject to regulation in such a way as to minimize impacts on adjacent wilderness. If the BLM wilderness initiative should cause circumstances to arise such that the state has no choice but to trade sections isolated or otherwise encumbered by wilderness for federal lands elsewhere, then it is the position of local government that those exchanges should be to the net benefit of the State and not on an acre for acre or value for value basis.

The trust agreement to which the State of Utah is bound and which is evidenced by these state owned lands is a "bilateral compact"⁸ entered into at statehood by and between the Territory of Utah and the United States Government. The requirement of this bilateral compact is that the lands be used only to the benefit of the designated beneficiary. The designated beneficiary is primarily the public school system of the state. The binding bilateral compact which is contained in the Utah

⁸ Lassen v. Arizona Highway Department, 385 U.S. 458 (1967).

LCO-1.22
(cont.)

Enabling Act "cannot be changed by state statute or by (state) constitution amendment."⁹

The state then is bound to the obligation in its Enabling Act to manage the lands granted to it under terms of the bilateral compact in the best interest of the designated beneficiaries. Also, because the Utah Enabling Act is valid United States law and because the compact contained within it is "bilateral," and because there has been no change in the Enabling Act since its passage, it must then be concluded that the federal government is equally and currently bound to the terms of the agreement. To the extent that wilderness management has in the past and will in the future restrict the value, or revenue generating capacity of state trust lands, the federal government has violated its compact with the state.

It is the position of rural local government in Utah that the federal government is in error and in violation of its compact with the State of Utah; by virtue of having captured state trust sections within interim wilderness management areas; by virtue of proposing to subject state trust lands to the detrimental effects of peripheral zones of influence; and by virtue of having isolated certain school trust lands from full access and use by the state through either National Park Service, Forest Service or BLM Wilderness Area or wilderness study area designation.

Such actions are tantamount to land use planning and zoning imposed from the federal level upon the local level. They constitute a serious challenge to state's rights and are violative of historical precedent and the customary exercise of law. As with the wilderness reserve water right, effected local officials can support no further designation of wilderness in Utah until such time as the conflict between the terms of the bilateral compact and the designation of wilderness, with all of its attendant extraterritorial implications, is legally resolved.

⁹ Utah Attorney General Opinion No. 85-62, page 3.

LCO-1.23

SEARCH AND RESCUE

Title 24, Chapter 2 of the Utah Code requires county sheriffs to be responsible for suppression of uncontrolled fires on state owned lands. Wilderness management guidelines allow for measures to control fire in wilderness areas when the fire threatens human life, property or high-value resources on adjacent non-wilderness lands or when the fire threatens to create unacceptable changes to the wilderness resource. The DEIS appears to assume that fire fighting measures would be limited to aerial and hand methods.

As many as 330,114 acres of state owned trust lands are either inheld or immediately adjacent to wilderness study areas. This number includes 300 inheld sections and 234 sections so closely associated with wilderness study areas as to be essentially isolated from other multiple use or state trust sections. This mass of adjacent and inheld state land creates a major conflict between a county's statutory responsibility to provide fire control and search and rescue services on state lands and the mandate to avoid the use of motorized or mechanized transport in wilderness areas. It is impractical to suppose that effective emergency services could be provided under such circumstances. Similar kinds of conflicts arise with regard to predator and weed control.

The BLM draft EIS presumes generally that increased recreational visitation will occur as a result of wilderness designation. If increased visitation does in fact occur, it is reasonable to expect that the conflict between wilderness management and a county's mandate to provide emergency rescue and fire suppression services on state trust lands will be heightened. Wilderness designation, in fact, establishes a contradiction between an increased recreational use and a diminished capacity to respond to emergencies arising out of that use.

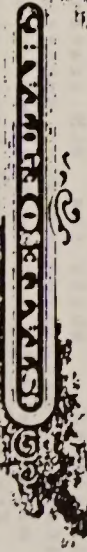
LCO-1.23
(cont.)

The conflict between the statutory mandate upon Utah counties to provide fire and emergency services on state trust lands and the wilderness management mandate, largely precluding motorized or mechanized transport within wilderness areas, is inadequately considered in the Draft EIS.



CIRCA 1880'S

Box Elder County,



COUNTY COMMISSIONERS
DON E. CHASE
GLEN R. CURTIS
JAMES J. WHITE

BRIGHAM CITY, UTAH 84302

OFFICERS

GLEN S. PIPE, COUNTY TREASURER
JAY R. HIRSCH, COUNTY CLERK
ROBERT E. LINN, COUNTY SHERIFF
MARIE G. KORTH, COUNTY RECORDER
JON J. BENDERSON, COUNTY ATTORNEY
VON R. CURTIS, COUNTY ASSESSOR
DENTON BRECHER, COUNTY SURVEYOR
DORIS L. OLSEN, COUNTY AUDITOR

25 June 1986

Mr. William D. Howell
Southeastern Ass'n. of Governments
P.O. Drawer 1106
Price, Utah 84501

Dear Bill,

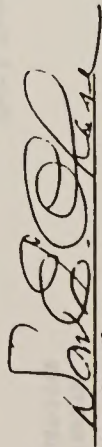
This is to inform you that Box Elder County supports the views expressed by the Governor's Advisory Council Wilderness Committee at the meeting held in Moab, Utah on June 5, 1986.

Our county shares the concerns voiced by the committee in their document and supports the conclusions expressed in their report.

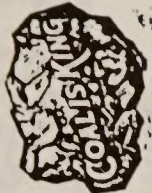
Assuring you I appreciate your efforts expended in this matter, I remain

Yours very truly,

BOX ELDER COUNTY COMMISSION


Don F. Chase
Commissioner

DEC:j



CARBON COUNTY PRICE, UTAH 84501

June 26, 1986

TO WHOM IT MAY CONCERN:

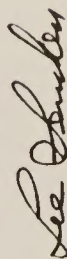
Carbon County has been an active participant in the development of the Consolidated Local Government response to the Utah BLM DEIS. The Concerns and views expressed in the Response, particularly those expressed in Part I are shared by Carbon County. We also support the conclusions arrived at in the Response.

While we support the preservation of valuable natural resources that are important to wildlife, watershed and recreation, we feel that wilderness designations are an inappropriate means to achieve these ends. These kinds of resources may be protected without risking the impediments to local economic and industrial pursuits that are represented by wilderness designation.

We recognize the recreational value of the Green River inner gorge and would be willing to support Outstanding Natural Area designation for this important area. We feel that ONA management would adequately protect recreational and scenic values without compromising or forfeiting other natural resource values.

LCO-1.24

Sincerely,


Lee Semken
Chairman

LS:WDH;mvw



Emery County Board of Commissioners

P.O. Box 629
Castle Dale, Utah 84513
Telephone (801) 381-2119

Clyde E. Conover, Commissioner C
Bevan K. Wilson, Commissioner
Clyde W. Thompson, Commissioner
Bruce C. Funk, Clerk

June 16, 1986

Honorable Norman H. Bangerter
Governor
Utah State Capital Building
Salt Lake City, Utah 84114

RE: BUREAU OF LAND MANAGEMENT WILDERNESS PROPOSAL

Dear Governor Bangerter,

We, the Emery County Board of Commissioners, appreciate your attention to the issue of wilderness designation within the state of Utah. It is easily imaginable that there are many parties and entities requesting your attention concerning this matter.

The intent of this letter is to express our agreement with, and our endorsement of the response by the subcommittee delegated by the Governor's Advisory Committee on Intergovernmental Affairs to respond to the Bureau of Land Management's Draft Environmental Impact Statement. This response has been carefully and meticulously prepared by the several counties in Utah, and constitutes an accurate perception of the impact wilderness designation will have on the counties, their people, their economies and their governments.

We have personally overseen the preparation of that portion of the response which discusses the Wilderness Study Areas situated within Emery County. The detrimental impact designation will have on our county greatly outweighs any positive affect that could be postulated. While the BLM states that buffer zones, integral vistas, diminishing grazing opportunities and significant loss of minerals will not be the management policy exercised over these areas, other groups have shown historically and stated presently that their efforts will be to restrict usage of the land in any and every way possible, utilizing when necessary, buffer zones, integral vistas, decreased domestic grazing, and implementation of industrial development restrictions on and adjacent to wilderness designated land.

One example will suffice to depict the extent of the detrimental effect designation will have. During the summer months each year, the rivers flowing through the area are floated or "run"

Letter to Governor Bangerter
RE: Wilderness Designation
June 16, 1986
Page 2

LCO-1.25
(cont.)

by various groups. During one such river run, the canoes used by a group of scouts capsized. The Emery County Sheriff's Office was called in to respond to the emergency. Swift access to the area was gained by the use of four-wheel drive vehicles carrying motorized boats and other emergency equipment. Through the quick and professional action of the sheriff and his staff, the lives of all the scouts were preserved. Had this emergency happened in a wilderness area, the use of vehicles and other motorized equipment would have been forbidden, without prior permission from federal agency officials. Since most recreation is conducted during the week-end, such permission would have been difficult, at best, to obtain. The time delay involved could very easily have changed success into tragic failure. Human lives could have been lost. The avoidance of this type of loss is a most compelling reason for continued objection to wilderness designation.

We concur with the conclusion expressed in the accompanying response. We desire to impress upon you and your staff, that we, as elected voices of the people of Emery County, one of the six counties most significantly negatively impacted, are deeply opposed to such designation of major portions of our county. Its impact will be no less than disastrous to us. We appreciate your initial opposition, as stated in your personal response delivered at the BLM hearing in Salt Lake City, to wilderness designation. We encourage and urge you to stand fast in your support of the people, not just of Emery County, but as is evidenced by the GACIA subcommittee response, of the entire state of Utah, and continue your opposition to wilderness designation.

Very truly yours,

The Emery County Board of Commissioners

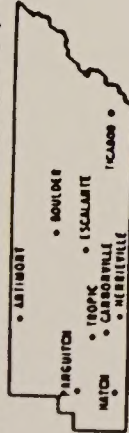
Clyde E. Conover
Commissioner Clyde Conover, Chairman

Clyde W. Thompson
Commissioner Clyde Thompson

Bevan K. Wilson
Commissioner Bevan K. Wilson

BKW/wp

GARFIELD COUNTY



PANGUITCH, UTAH 84759

COUNTY COMMISSION
H. Dell LeFevre, Chairman
Guy Thompson
Tom Hatch
Hazel Houston, Clerk

Tom Simkins, Assessor
Patrick B. Nolan, Attorney
Mamie D. Hatch, Recorder
Merle Stowell, Treasurer
Vic Middleton, Sheriff
John W. Yardley, Justice of the Peace

June 25, 1986

Governor's Advisory Council on
Intergovernmental Affairs
c/o Office of Planning & Budget
116 State Capitol Building
Salt Lake City, Utah 84114

Dear Commissioner Alton Moon:

The Garfield County Commission, having participated in the development of the Wilderness position compiled by the Governor's Advisory Council on Intergovernmental Affairs Wilderness Subcommittee, wishes to express our support of the issues and concerns outlined in Part I of this document.

LCO-1
(cont.)

In order to clarify the position of the Garfield County Commission, the Draft BLM Wilderness EIS has stated that the Master Plan for Garfield County does support some WSA's within Garfield County as suitable for Wilderness designation. However, since the Garfield County Master Plan was adopted, several issues such as water development, water rights, and interagency transfer has required the Board of Garfield County Commissioners to reassess this position. In addition, during the public hearing in Escalante on May 7, 1986, 100% of the residents of Garfield County spoke against any designation of Wilderness.

Therefore, the position as of this date is the Garfield County Commission supports the No Wilderness alternative.

Sincerely,

H. Dell LeFevre

H. Dell LeFevre
Chairman

Deer Horse Point



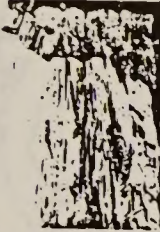
County Commissioners:
259-7339
Jim Walker

Chairman
William H. Hance

John L. Zimmerman

Barbara Oomenick
Clerk and Auditor
259-5645

Moab-West Rim



Grand County

STATE OF UTAH
Moab, Utah 84532

June 23, 1986

ATT: Governor's Advisory Council on Intergovernmental
Affairs Wilderness Subcommittee:

The Grand County Commissioners were active participants in drafting the response to the BLM Wilderness EIS. We are very concerned about statements expressed in the document and fully support its conclusions, particularly those conclusions in Part I of the enclosed document.

We were very pleased with the Governor's and the Legislature's position on the BLM designated wilderness proposals in Utah. We must continue to oppose those who would remove the multiple use concepts of our Federal Lands.

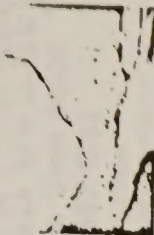
Respectfully submitted,

Jim Walker
Jim R. Walker, Chairman
Grand County Commission

John L. Zimmerman
John L. Zimmerman, Commissioner

William H. Hance
William H. Hance, Commissioner

Four Towers



Lilly Mae Nooriander
259-7425
Recorder

Heleen G. Davis
259-5835
Treasurer

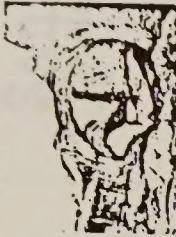
Norma S. Stocks
259-7596
Assessor

Jim Nyland
259-8115
Sheriff

William L. Bengt
259-7621
Attorney

John Keogh
259-8171
Surveyor

Double Arch



COMMENT LETTER LCO-1

June 24, 1986

To Whom It May Concern:

The county of Juab, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.

Tom Fowkes
Tom Fowkes, Chairman
Juab County Commission

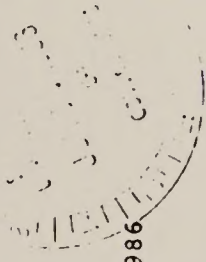
COMMENT LETTER LCO-1

June 24, 1986

To Whom It May Concern:

The county of Millard, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.

Warren E. Jensen
Warren E. Jensen, Chairman
Millard County Commission




June 24, 1986

To Whom It May Concern:

The county of Piute, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.

Alton G. Blood
Alton G. Blood, Chairman
Piute County Commission



San Juan County
Monticello, Utah 84535
(801) 587-2231

County Offices
KENNETH R. BAILEY-Commissioner
CALVIN BLACK-Commissioner
JERRY HOLLIDAY-Commissioner
GAIL D. JOHNSON-Clerk and Auditor
MARY LOU MOSHER-Recorder
BARBARA MONTELLA-Assessor
MARIAN BAYLES-Treasurer
S. RIGBY WRIGHT-Sheriff
BRUCE K. HALLIDAY-Attorney
Travel/Development Council

**Inviting Unforgettable
Friendly**

June 26, 1986

The Honorable Norman Bangertter
Governor of the State of Utah
Utah State Capitol
Salt Lake City, Utah 84114

Dear Governor Bangertter:

San Juan County has played an important part in the development of the Consolidated Local Government Response to the Bureau of Land Management DEIS. The views and concerns that have been expressed in this report are shared by the majority of all the residents of the County. The County also supports the conclusions arrived at in the Response.

We are concerned that the areas of public land be protected, but designation of acres of wilderness does not adequately achieve protection while allowing the majority of the public to have use of these lands. These lands must be protected without risking the impediments to local economic pursuits that are represented by wilderness designation.

The San Juan County Commission and the residents of the County strongly urge your support of the no wilderness alternative, thus allowing the local governments the benefit of providing services and providing needed funding to the education system of this State.

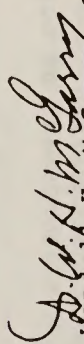
Very truly,
Calvin Black
Calvin Black, Chairman
San Juan County Commission

COMMENT LETTER LCO-1

June 24, 1986

To Whom It May Concern:

The county of Sanpete, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.

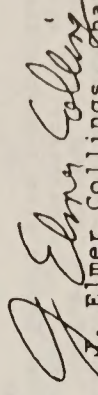

Wendell H. McGarry, Chairman
Sanpete County Commission

COMMENT LETTER LCO-1

June 24, 1986

To Whom It May Concern:

The county of Sevier, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.


J. Elmer Collings, Chairman
Sevier County Commission



SIX-COUNTY COMMISSIONERS ORGANIZATION

Sevier County Courthouse, P.O. Box 788
Richfield, Utah 84701
896-9222

Office of the Executive Director

June 16, 1986

Bill Howell, Executive Director
Southeastern Utah Association of Governments
Drawer A-1
Price, Utah 84066

Dear Bill:

Attached please find the site specific recommendations for our region in response to the 1.9 million acre preferred alternative recommendation in the Bureau of Land Management Draft EIS.

Please note that no areas are recommended for wilderness. This is consistent with the organization's official position that no further land within the state be designated as wilderness. The organization has further recinded its 1983 recommended 241,480 acres that were suitable for wilderness designation.

Also attached is a position paper from the Wayne County Water Conservancy district stating their opposition to all sites proposed within their area.

We appreciate the leadership you have taken on this project.

Sincerely,

Carvel
Carvel V. Magleby,
Executive Director

CVM:jh

Aging - Alcoholism & Drugs - Planning & Economic Development - Human Resources
Employment & Training - Mental Health - Panoramaland - Public Health

SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS

CALVIN BLACK
Chairman
P.O. Drawer 1104 • Price, Utah 84501-0881 • Telephone (801) 637-5444
WILLIAM D. HOWELL
Executive Director

July 3, 1986

The Honorable Norman H. Bangert
Governor, State of Utah
State Capitol Building
Salt Lake City, Utah 84114

Dear Governor Bangert:

Southeastern Utah is very concerned about the possibility of wilderness designation on the BLM lands of Utah.

We are convinced that the irrevocable commitment of resources to wilderness will cost the State of Utah far more than has been anticipated in the BLM Statewide Draft Wilderness EIS. Over the ten year period between 1975 and 1985 the four counties of southeast Utah produced \$142,454,496 in federal mineral lease revenue. Half of this or \$71,227,248 was returned to the State of Utah. Additional revenues were generated from state and local taxes assessed on the activities occurring and wages being earned on these public lands. State and local government cannot afford to encumber vast expanses of the public domain with either direct or indirect wilderness management.

The Southeastern Utah Association of Local Governments is in full support of the concerns, findings and conclusions that are articulated in the Local Government Response to the Utah BLM Statewide Wilderness Draft Environmental Impact Statement.

Wilderness designation on the Utah BLM cannot be in the best interest of the people of Utah. Other means are available to at once preserve unique features of the Utah landscape and also provide for conventional multiple use and sustained yield from the public domain.

Sincerely,

William D. Howell
William D. Howell
Executive Director

WDH:mwa

REGIONAL CLEARINGHOUSE



Tooele County

State of Utah

Home of the World Famous Bonneville Salt Flats
47 South Main Street, Tooele, Utah 84074
801-882-5550 Tooele - 801-355-1539 Salt Lake

June 19, 1986

COMMISSIONERS

Charles Stromberg, Chairman
Reed Russell
Earl L. Tate

OFFICIALS

Clerk-Auditor
Finnis D. Ewing
Auditor
Glenn W. Caldwell

Recorder
Donna McKendrick

Attorney
Ronald L. Elton

Sheriff
Marion S. Carter

Treasurer
Grant L. Pendleton

Assessor
Anne R. Dunyon

Surveyor
Donald Rosenberg

Southeastern Utah Association of Local Governments
William D. Howell
Executive Director
P.O. Drawer 1106
Price, Utah 84501-0881

Dear Bill:

Tooele County, after a thorough study of the B.L.M. Statewide Wilderness Draft EIS, Volume II, and after our participation in the development of the consolidated local government response, are very supportive of the conclusion derived in the document specifically those articulated in Part I of the document.

As the representative of the Wasatch Front Regional Council, I appreciate having had the opportunity to serve on the committee.

Sincerely,

Charles Stromberg
CHARLES STROMBERG, Chairman
Tooele County Commissioner

CS/pl



June 24, 1986

Wilderness Studies
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

Gentlemen:

Uintah County has participated in the development of the consolidated local government response. We share concerns that are expressed in this document, we also support its conclusions.

Specifically in regard to Winter Ridge and Daniels Canyon WSA's, we concur with the recommendations of Bureau of Land Management. These areas do not meet the criteria for wilderness for the following reasons:

1. They are not different enough from the other areas to be considered.
2. They would lock up valuable resources.
3. There are existing encroachments.
4. We feel that the Bureau of Land Management under existing regulations can manage these lands for the best use of all concerned.

We anticipate that sufficient information has been presented to meet your requirements.

Sincerely,

Thomas G. Waddell
Thomas G. Waddell
Uintah County Commission

TGW/td



WASHINGTON COUNTY

197 East Tabernacle • P.O. Box 579 • St. George, Utah • 84770

A. BRUCE MURPHY
County Assessor
PAUL F. GRAF
County Attorney
E. ROYDEN CHRISTIAN
County Auditor
MARJORIE POST HOWELL
County Clerk
HERBERT S. BENTLEY
County Recorder
KENNETH CAMPBELL
County Sheriff
R. LYNN GARDNER
County Treasurer

COMMISSIONERS
JERRY B. LEWIS
Chairman
KURT L. YOUNG
JOHN F. WHITNEY

William D. Howell
Executive Director
Southeastern Utah Association
Of Local Governments
P.O. Drawer 1106
Price, Utah 84501-0881

Dear Bill:

In regard to your letter dated May 21st, we would like to compliment you on the work you have done in preparing Part I of the proposed Local Government Response to the BLM Draft Wilderness EIS. We were especially impressed with your Cost Benefit Analysis, as well as the "case" you have made in your review of the "State Trust Lands". As a Commission, we used some of this same argument with the state when we protested exchanging state lands for federal lands on Project Bold, feeling that the only leverage the counties had against wilderness proposals was to keep the state lands in place.

Mr. Williams, Executive Director of the Five County AOG has prepared Wilderness Recommendations on the nine (9) Wilderness Study Areas located in Washington County. We concur with those recommendations and they should be used as part of your Local Government Response to the BLM Draft Wilderness EIS.

We appreciate the work you and Mr. Williams have done on this project and look forward to meeting with you and members of the UAC Committee on Lands, Resources and Development June 5 in Moab.

Sincerely,
WASHINGTON COUNTY COMMISSION

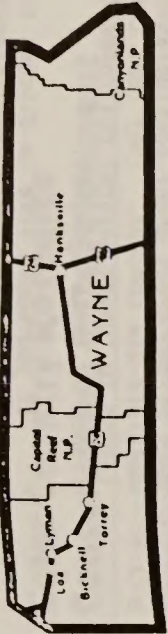
Jerry B. Lewis,
Chairman

Kurt L. Young,
Commissioner

John F. Whitney,
Commissioner

KLY:cs

May 28, 1986



RECORDS TREASURER - LOMA BLACKBURN
ASSESSOR - NAD RASMUSSEN
ATTORNEY - TEX R. OLSEN
CLERK AUDITOR - PATRICIA H. TAYLOR
SHERIFF - STEVE BROWN

COMMISSIONERS
MECKS MORRELL, CHAIRMAN
JOHN A. BRINKERHOFF
DUANE BLANCHARD
TED JONES - ROAD SUPERVISOR

June 18, 1986

Mr. Bill Howell
Southeastern Utah Association of Government
P.O. Box Drawer 1106
Price, Utah 84501-0881

Dear Bill:

With reference to your letter dated June 17, 1986, Wayne County and the Board of Commissioners would like to offer their support of the document named GACIA and also the work accomplished by the Wilderness Subcommittee.

We as a commission have great concern with specific items in the document. Those of main concern are as follows: The vague guidelines which deal with water rights and grazing rights, as well as buffer zones, and interagency transfers. The restrictions on improvements of roads, search and rescue efforts, weed control and fire protection, and limits with trust agreements and air quality controls.

Commission chairman Meeks Morrell has served as a voting member of the subcommittee and has kept the officials of Wayne County informed on the proceedings of the work being done by the committee dealing with wilderness issues.

In conclusion Wayne County would like to reaffirm their position of support of the conclusions in the GACIA document and they continue to have a negative position on any additional lands reverting to wilderness in the State of Utah.

Respectfully yours,

Wayne County Board of Commissioners
By Meeks Morrell, Chairman

MM/pht
cc: Wayne County Commission

COMMENT LETTER LCO-1

June 24, 1986

To Whom It May Concern:

The county of Wayne, in coordination with other counties within the Six County area participated in the development of this response to BLM's Wilderness EIS and fully concur with the concerns expressed in this document. We further fully support the conclusions and recommendations contained in this document and request that they be given full consideration in formulating the final decision on the management of our federal lands.

Meeks Morrell, Chairman
Wayne County Commission

COMMENT LETTER LCO-2



CACHE
COUNTY
CORPORATION

COUNTY COMMISSION

JAY A. MONSON
DEAN H. PARKER
J. OWEN YEATES

KEITH J. NELSON
Administrative Assistant

170 North Main
Logan, Utah 84321
752-5935

August 14, 1986

Roland Robinson, State BLM Director
Bureau of Land Management
324 South State/Suite 301
Salt Lake City, UT 84111-2303

Dear Mr. Robinson:

The Cache County Commissioners asked me to convey their comments and concerns relative to the BLM draft Environmental Impact Study (DEIS) for Utah.

LCO-2.1

Apparently, the DEIS does not adequately satisfy the requirements set forth in the appropriate legislation. The study fails to recognize the Class D Road System established by the State Legislature. The economic study does not meet the requirements of the National Environmental Policy Act. Apparently, the economic data was based on a calculation relative to the loss of federal lease monies and did not include a comprehensive analysis and assessment of local economies and the State economy by evaluating the loss of jobs, the loss of industry and industry potential as well as the loss of federal revenues and revenue potential. It is our understanding that assessments are also to include resultant impacts due to nondevelopment of resources.

LCO-2.2

From the information available to us it is felt the BLM has ignored input from local government. It is also felt that the proposal goes far beyond the intent of the original Wilderness Act. Before any further action is taken it is requested that the law be complied with. It is further recommended that consideration be given to maintain existing Wilderness areas without the expansion thereof.

The Commissioners expressed their satisfaction with the current management of the areas under consideration by the agencies concerned under the multiple-use concept. They feel that a satisfactory management be maintained to insure natural environment through the existing policies established by these agencies.

If you would like to discuss this further, please feel free to call me or one of the County Commissioners.

Sincerely,

Keith J. Nelson
Keith J. Nelson

Color Country Resource Conservation & Development

P.O. Box 645
Cedar City, Utah 84720

July 30, 1986

WILDERNESS STUDIES (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

RE: BLM Wilderness Proposal

The Color Country Resource Conservation and Development (RC&D) Council is made up of representatives of five County Commissions, seven Soil Conservation Districts, and five representatives of the Mayor's Association in the five southwestern counties of Utah.

The objectives and responsibilities of the Color Country R&D Project are to conserve (wise use) and develop the resources, and to improve the economic environment, and way of life of the people within the area.

We believe in the wise use of our resources for the good of all; not preservation, which benefits only a limited few.

The wilderness concept of locking up the resources of an area to any development, regardless of the effect on the local community goes against the principles of the RCAD objectives of community development.

For this reason, the Color Country RC&D Council goes on record as supporting Alternative #2 - NO ACTION/NO WILDERNESS.

Tom Hatch

TOM HATCH
Chairman

Color Country Resource Conservation & Development

P.O. Box 645
Cedar City, Utah 84720

August 13, 1986

Mr. Roland Robinson
BLM Utah State Director
2370 South 2300 West
Salt Lake City, Utah 84119

Dear Mr. Robinson:

The Color Country Resource Conservation & Development Council is greatly concerned about the proposal from the Bureau of Land Management to add approximately 2 million acres of public land in Utah to the Wilderness System.

Once this land has been designated for this use it will, no doubt, be left that way forever. We are opposed to this. We feel that the areas you have proposed for wilderness designations are generally quite inaccessible to the general public at the present time, except for the small number of people who can overcome the physical barriers which prevent the area from high intensity use.

Utah now has a considerable amount of wilderness and primitive areas within its borders, in addition to the many National parks and recreation areas. Adding additional acreage to the system at this time is, we feel, unwarranted and unjustified.

We Strongly urge that you carefully consider the consequences to the local economics, and the general philosophy that the land is for everyone's use, not just a select group of individuals, who happen to desire to hike into the far reaches of the public domain.

Count on us as one group who is opposed to more wilderness area designation in Utah.

The expenditure of time and money to make this study has no doubt been beneficial and can help you to better manage this resource for us.

Sincerely,

Sincerely,
Thermon Fletcher

Thomas Hatch, Chairman
 Color Country Resource Conservation & Development Council.

SL	On	Off	Day
	500		
	450		
	400		
	350		
7	300		
	250		
	200		

Action _____
Info _____
Discuss _____



Emery County Board of Commissioners

P.O. Box 629
Castle Dale, Utah 84513
Telephone (801) 381-2119

Clyde E. Conover, Commission Ch
Bevan K. Wilson, Commissioner
Clyde W. Thompson, Commissione
Bruce C. Funk, Clerk

August 4, 1986

Mr. Roland Robison
Utah State Director
Bureau of Land Management
324 South State Street
CFS Financial Center Building
Salt Lake City, Utah 84111-2303

Dear Mr. Robison:

Attached herewith is your copy of the Consolidated Local Government Response to the BLM Utah Wilderness Draft Environmental Impact Statement. This document was produced by the ad hoc wilderness subcommittee to the Governor's Advisory Council on Intergovernmental Affairs. Seventeen Utah counties which are directly affected by potential wilderness designation have participated in the drafting of this document. Additional counties such as Cache and Wasatch have also assisted with the preparation of this document.

LCO-4.1

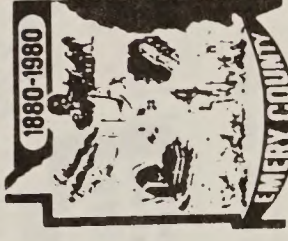
The introduction and general comments that comprise Part I of this document summarize the major concerns that local government has with the concept of wilderness designation. It is the unanimous opinion of the subcommittee that these issues must be addressed and resolved before any wilderness is designated on Utah's BLM lands. This is not simply a "no wilderness" position. Local government fully intends to maintain its close active involvement with the wilderness process as long as there is any attempt to designate wilderness lands in Utah.

Your careful consideration of these general concerns as well as the area specific comments contained in Part II of the document is appreciated.

Sincerely,

Bevan K. Wilson

Bevan Wilson, Chairman
GACIA Wilderness Subcommittee



Emery County Board of Commissioners

P.O. Box 629
Castle Dale, Utah 84513
Telephone (801) 381-2119

Clyde E. Conover, Commission Ch
Bevan K. Wilson, Commissioner
Clyde W. Thompson, Commissione
Bruce C. Funk, Clerk

August 5, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 201
Salt Lake City, Utah 84111-2303

RE: Emery County's Comments on the Utah Bureau of Land Management Statewide Wilderness Draft Environmental Impact Study

Pursuant to the opportunity provided by the BLM for comments on the Utah BLM Statewide Wilderness Draft EIS herein is set forth the official position assumed by the elected leaders of Emery County regarding the adequacy of the said statement (DEIS) and regarding designation as wilderness by the BLM of certain areas of land within Emery County. In addition Emery County has adopted and is fully supportive of the GACIA subcommittee response on wilderness that has been submitted to the BLM and to the Governor of the State of Utah.

1. The BLM DEIS is remiss in that it fails to adequately address water rights and how they will be affected by wilderness designation.

LCO-4.2

It is the position of Emery County that there should be no wilderness designation until the issue of federal reserve water rights, raised in the United States District Court for the District of Colorado decision in Sierra Club vs. Block, is resolved. It appears from that case that wilderness designation may compel maintenance of historic stream flows at levels which prohibit any future upstream water development, i.e., no future enhancement of water resources on: the San Rafael River, Muddy River, Green River, Price River, White River - no future growth beyond present water resources in Emery County, Duchesne County, Uintah County, Daguerre County, northwest Colorado or southwest Wyoming. In addition it could jeopardize the Central Utah Project to the extent that it draws water from the Uintah Basin. Yet there is no mention of the serious potential adverse impacts in the draft EIS. Further, Sierra Club v. Block casts a shadow on all existing water rights as established under state law.

2. The BLM DEIS is remiss in that it does not adequately address the impact that wilderness designation will have on lands adjacent to designated wilderness areas.

LCO-4.3

LCO-4.3
(cont.)

Even though the DEIS states that it is not the BLM's policy to incorporate or utilize buffer zones around the wilderness areas, it is the opinion and belief of the leaders of Emery County that, in one manner or another, adjacent lands would be substantially negatively impacted by designation of nearby lands as wilderness. Buffer zones and the negative impacts are sure to come. These impacts should be addressed in the DEIS.

Once the land is designated as wilderness, various groups or agencies could exercise or otherwise exert control over the areas, thus changing the plans or attitudes of the BLM. One such example is the Sierra Club decision cited above. While the Secretary of Agriculture thought his management of an area was complying with federal mandate, the Sierra Club thought otherwise and forced a change by judicial procedure. Similar tactics could also be employed by like groups, invalidating any promises or intentions of the BLM. Historical patterns and precedents from national parks and established wilderness areas-- i.e., logging in the Gilbert Creek area of the Uintahs, restrictions on development near Canyon Lands, Kaparowits coal fields, etc.--is testament of the existence of buffer zones. Other government agencies could be delegated control over the areas by Congress, thus changing completely the managing body's attitude towards the use of the land.

Any of these other groups, in addition to changes in policy of the BLM itself, could effect changes in integral vista policy, air quality standards, or buffer zone policy. While the possibility exists that buffer zones could be created, or that adjacent lands would be impacted in some manner by wilderness designation the governing body of Emery County objects to such designation as it is not in the best interest of Emery County or the residents of the county.

3. The BLM DEIS is remiss in that it does not adequately address the impact that wilderness designation will have on adjacent lands, communities and economies if the current Class II air standard is elevated to a Class I air quality standard.

The draft EIS assumes all WSA's will be designated Class II air quality areas. Emery County has no assurance either historically or within the wilderness statute that this will be the case. In fact, the DEIS Volume I, Chapter 3, indicates, "If, after wilderness designation, BLM determined that air quality related values were important attributes of some wilderness areas, it could recommend that the State of Utah consider redesignating such areas as Class I. . ." The BLM has already "considered recommending the Sid's Mountain area of the San Rafael Swell for redesignation as a Class I area because of its wilderness values." (Interstate Commerce Commission, Office of Transportation Analysis, Section of Energy and Environment, Draft Environmental Impact Statement, Finance Docket No. 30044, The Denver and Rio Grande Western Railroad Company, Construction and Operation of a Line of Railroad in Carbon and Emery Counties, Utah, November 15, 1982, p.53). State primacy in air quality matters is an assumption that no longer can be made in light of what has happened with the once inviolate state's rights over water which have been cast into litigation following the wilderness water right decision rendered by Judge Kane in the Sierra Club v. Block suit. Furthermore, Congress can mandate Class I air quality standards in the enabling legislation that creates a wilderness

LCO-4.4
(cont.)

area; it may also establish Class I air quality by an amendment to the Clean Air Act as it did in 1977 when all existing wilderness areas received mandatory Class I air.

LCO-4.5

4. The BLM DEIS is remiss in that it does not adequately address the impact that wilderness designation will have on the control of noxious weeds and potential disease carrying insects.

Utah statutes mandate that the spread of noxious weeds be controlled by the various counties. The BLM's impact statement conflicts with this statutory mandate by severely limiting the manner in which such control can be carried out. By prohibiting large scale spraying or other effective measures for eradication of noxious weeds on wilderness areas, the BLM creates a noxious weed fortress inside wilderness areas where weeds can spread into adjacent areas. Even though there is no prohibition against weed control outside the wilderness area, when the noxious weed cannot be controlled inside a wilderness it will be difficult, at best, to control outside the wilderness. Further, the uncontrolled spread of noxious weeds inside a wilderness area can destroy vegetation, including endangered species, if any, and thereby endanger wildlife as well.

LCO-4.6

5. The BLM DEIS is remiss in that it does not adequately address the impact that wilderness designation will have on the economic well-being of Emery County.

The DEIS indicates "Utah's mining industry now accounts for less than 3 percent of the State's total employment." In Emery County well over 50 percent of the local work force is either engaged in a mining or a utility related position. The DEIS indicates that Emery County is one of six counties that could have "the greatest potential for significant impacts resulting from designation." These six counties are those which would experience a possible decrease in future economic development and employment of at least 1 percent, yet the BLM proposed action does not appear to take these concerns into consideration.

During the time period of 1970 to 1980 Emery County's population increased by 122.9 percent; Assessed Value increased by 1,817 percent; School enrollment by 82.7 percent. These increases were a result of natural resource development. Prior to 1970 Emery County was a "dying" county. If wilderness is designated it appears from the DEIS that Emery County will again be relegated to this position.

Before any recommendations for wilderness designation are made within Emery County, the BLM, Congress or some agency should study and analyze existing wilderness areas throughout the United States and accurately assess the economic impacts that wilderness designation has had on communities, counties, and populations that are adjacent to these wilderness areas. This study should analyze not only what could happen to the tourism industry, but also it should analyze the resources such as mining and timbering that would be forgone because of designation. The economic figures used in the DEIS appear to be arbitrary and are not documented in any way. The DEIS cannot pretend to be accurate in estimating social-economic impact until a comprehensive study is

COMMENT LETTER LCO-4

LCO-4.6
(cont.)

completed and its results interpreted as they pertain to the unique social-economic environment of Emery County.

6. The DEIS is remiss in that it does not adequately address the impact that wilderness designation will have on the grazing levels presently permitted and it does not adequately address the equally adverse impact on the ranchers owning the said permits. Ultimately, the level of grazing will be determined "at the discretion of the manager." Pressure will undoubtedly be exerted to maintain "wilderness characteristics" by limiting a nonconforming use such as grazing.

LCO-4.7

It has been the practice of the BLM to act in two ways when faced with a shortage of grazing lands during the year. One method is to limit ranchers in the amount of land they can use. This creates a corresponding limitation on the number of animals the rancher can run during a given season. The other way the BLM manages a shortage is to limit the amount of time in which the land can be used. Of the two methods the latter is the most detrimental to the rancher. Because of careful calculations regarding feed requirements and the competition for a limited grazing resource, the federal land grazing is an important part of the livestockman's activities.

When the land is limited or when the time on the land is limited the rancher must find alternate sources of feed for their animals. This will inevitably force the livestockmen to reduce the size of their herds which will disrupt the economies of scale at which the rancher operates. His revenues will fall and ranching will become impossible or financially infeasible. When such is the case the rancher will be forced to give up this livelihood and seek other employment.

It is the practice of the BLM to stock the wilderness areas with additional wild game. This addition of animal life relying on the land for feed will cause the BLM to restrict the use of the land for domestic grazing in favor of wildlife. The congressional mandate to maintain or restore the area to its primitive situation will cause the loss of this business to many, possibly all, of the ranchers within Emery County.

LCO-4.8

7. The DEIS is remiss in its recommendations for wilderness in that many of the WSA's designated in Emery County indeed include land which is trampled by man and where the imprint of man's work is substantially noticeable.

Please reference the enclosed maps.

LCO-4.9

8. The DEIS is remiss in its recommendations for wilderness in that it does not take into consideration that designation would not only create a geographic imbalance in designated wilderness acreage, but that there would be a redundancy created with such designation.

Many of southeastern Utah's national parks and state parks already contain and protect the same kind of formation, cultural site, and ecological values for which recommendation was made on the Wilderness Study Areas within Emery County. There is no need to designate as wilderness the areas in the county. There is nothing unique within the areas that is not either already protected

COMMENT LETTER LCO-4

LCO-4.9
(cont.)

by the federal government and its agencies, the county planning and zoning ordinances, or the natural make-up of the area itself.

There is no need to designate the areas as wilderness. All of the reasons for which wilderness designation is sought are accomplished already by the various regulatory bodies now in place. The elements which occasioned the inclusion of these areas in the BLM's study are duplicated in other parks and protected areas, not only in Utah.

Of the 82 wilderness study areas considered in the DEIS, 68, or 83 percent of the total are located in two specific state and federally recognized labor market areas. Of the 58 areas recommended by BLM in the Proposed Action Alternative, 51, or 88 percent, or 1,683,896 acres, are located in these two labor market regions. In addition to the 1,683,896 acres included in the 51 proposed wilderness areas, the two labor market regions contain 166,102 acres of designated wilderness, 1,224,747 acres of NPS administratively endorsed wilderness, 90,100 acres of additional considered NPS acres, 56,800 state designated acres and 413,000 acres of Indian tribe wilderness for a total of 3,634,645 acres. For comparison, the balance of the state, consisting of 5 labor market regions contains 208,506 acres in the BLM proposed action, 659,088 acres of designated wilderness, 39,684 acres of NPS administratively endorsed wilderness and 1,853 acres of additional considered NPS acres for a total of 909,131 acres. Considering the wilderness acres in the proposed BLM action plus other federal and state designated or proposed wilderness, Utah contains a total of 4,543,776 existing or proposed acres of wilderness. Of this total 3,634,645 acres or 80 percent of the total acreage is situated in the southern and southeastern labor market areas.

The concentration of 88 percent of BLM's proposed wilderness areas in the two labor market areas of southern and southeastern Utah is clearly contrary to the notion of geographic balance. Wilderness study policy states that geographic balance "will not be used as the sole basis for determining whether an area is recommended as suitable or unsuitable for wilderness designation." However, the study policy goes on to state that "depending on the amount of designated or administratively-endorsed wilderness present in a state or surrounding region, such circumstances, considered in conjunction with other factors in an overall context, could contribute to a nonsuitable recommendation for a WSA in the same region." From this it is clear that the amount of wilderness in a given area was intended to be a factor in determining whether additional wilderness will be designated.

Despite the language of the study policy, BLM has not considered redundancy and geographic balance factors in ruling out WSA's as candidates for designation in areas where substantial wilderness or potential wilderness already exists.

The BLM DEIS has not adequately considered the factor of geographic balance and redundancy of wilderness areas as demonstrated by the fact that 88 percent of the areas proposed, comprising 89 percent of the wilderness acres of the proposed action are located in two out of seven labor market areas of the State of Utah.

LCO-4.10

9. The DEIS is remiss in that it does not take into consideration the water salinity problem on the San Rafael, Muddy, and Price Rivers and it further does not indicate how this problem will be dealt with if wilderness is designated on these streams.

Because these bodies of water and tributaries to these bodies are major contributors to the Colorado River salinity problem and because the Bureau of Reclamation has been given the charge of solving the salinity problem and because the Sierra Club v. Block decision regarding a federal reserve water right may have a major impact on what can be done, it is felt that there should be no wilderness recommendation made nor should there be any wilderness designated until these issues are addressed and resolved favorably to Emery County.

LCO-4.11

10. The DEIS is remiss in its recommendations for wilderness in that even though it acknowledges the presence of the Emery County Planning and Zoning Ordinance which calls for a multiple use sustained yield mode of management, it does not couch its recommendations for wilderness accordingly and in those cases where wilderness is recommended it does not include a list of factors which act in disharmony with local planning objectives.

LCO-4.12

11. The DEIS is remiss in its recommendations for wilderness in the Sid's Cabin WSA in that it did not adequately follow required procedures for the acquisition and subsequent WSA designation of the Sid's Cabin WSA by holding public hearings and allowing for public comment. (See 1970 report from Public Land Law Review Commission, "One Third of the Nation's Land.")

According to the BLM Organic Act, the Secretary's land use plans "shall be consistent with the state and local plans to the extent he finds consistent with federal law and the purposes of the act."

The district court case of the City of Rochester v. U.S. Postal Service 541 F.2nd 908 (976) suggests that federal agencies risk having their actions stricken for procedural defects where there was a failure to comply with requirements for intergovernmental coordination.

The court held that 42 U.S.C. 4231 (The Intergovernmental Cooperation Act) which requires a federal agency to "give full consideration to all viewpoints, national, regional, state, and local," in planning federal development of projects. The agency has an "affirmative duty to develop a reviewable record," including a list of factors which support its decision to act in "disharmony with local planning objectives," so that a reviewing court can determine whether "the agency has acted arbitrarily or capriciously" in finding that it has fully considered but rejected local planning objectives.

LCO-4.13

In summary, Emery County, for the reasons set forth above, must officially and formally object to BLM's DEIS as being inadequately researched and documented. Without further information neither the BLM nor the Congress has an adequate basis upon which to make sound policy recommendations and

LCO-4.13
(cont.)

decisions. We respectfully recommend that further consideration of these WSA's be postponed until an adequate data base exists from which informed decisions can be made.

EMERY COUNTY BOARD OF COMMISSIONERS

Clyde E. Conover, Chairman

Bevan K. Wilson

Clyde W. Thompson

cc: Senator Jake Garn
Senator Orrin Hatch
Representative Howard Nielsen
Representative James Hansen
Representative David Monson
Governor Norman Bangerter
Secretary of Interior Donald Hodel

COMMENT LETTER LCO-4

I AM CLYDE THOMPSON. LOCAL BUSINESS MAN & EMERY CO COMMISSIONER. I WOULD LIKE TO MAKE MY STATEMENT AS TO MY STAND ON SAMRAFAEL ET WILDERNESS.

IT IS MY BELIEF THE AREA IN WILDERNESS STUDY SHOULD BE MANAGED AS MULTI-PURPOSE USE, IT IS ENJOYED BY MANY PEOPLE NOW FOR RECREATION. IT HAS MANY MINERAL DEPOSITS WE MAY NOT NEED TODAY BUT WE MAY TOMORROW. WE NEED TO THINK OF THE FUTURE FOR SURVIVAL, NOT RECREATION.

WE MUST THINK OF THE HAZARDS THAT MAY COME WITH WILDERNESS, IF IT BECOMES WILDERNESS & KEEP ALL OF COMMON FOLKS OUT, & ALL MEANS OF MECHANICAL MACHINES. THE NATION THAT ARE MOVING IN THE COUNTRY WILL KEEP EVERY ONE OUT. WE HAVE A CHANCE TO LOOSE OUR WATER RIGHTS & ALL MEANS OF ECONOMY WE HAVE.

WE NEED TO MINE COPPER

WE NEED TO MAKE STEEL

WE NEED OIL WELLS, & GAS FOR OUR AUTOMOBILES

WE NEED JOBS IN OUR COAL MINES

& COWS ON THE RANGE

WE NEED GOOD LIVING WAGES

NOT WILDERNESS CHANGE

COMMENT LETTER LCO-4

WE NEED MINERALS, & PASTURES & MOUNTAIN ACCESS RECREATION & CAMPING GOOD ROADS & THE REST

WHILE SKI TRAILS ARE WRECKING PRISTINE MOUNTAIN SLOPES. HERDS THAT GRAZING ARE PREVENTED BY WHO INSIST THAT NO ANIMAL VEHICLE OR SCENT SHALL ENTER THE DESERT WITHOUT THEIR CONSENT OUR RIVERS & MOUNTAINS & DESERT TERRAIN ARE MEANT TO BE EVERYBODY'S OUTDOOR RECREATION. BACKPACKERS & HIKERS SHOULD STAY ON TRAILS THAT ALL PEOPLE SHOULD VISIT THE VAST DESERT LAND NOT ONLY THOSE OF THE TREE HUGGER MOLD BUT THOSE THAT ARE WORKING & THOSE THAT ARE OLD.

Clyde Thompson

My name is Bevan Wilson. I am an Emery County Commissioner.

We feel that the Draft Environmental Impact Statement is remiss in its recommendations for wilderness in our area in that there appears to be a lack of consideration given to our local planning efforts.

Consider:

The Emery County Planning and Zoning Ordinance is designed to:

1. Protect the tax base
2. Foster agriculture and industry, including mineral reduction and processing plants, together with uses
3. Stabilize and improve property values

We do not feel that the BLM DEIS takes these issues into consideration.

The county planning and zoning ordinance further zones the 3 wilderness study areas as well as surrounding areas as M&G-1 for mining and grazing. Wilderness designation will eliminate mining and could possibly affect grazing in those areas where wilderness values might be impaired.

At this time, I would like to submit to you a copy of the Emery County Community Development and Housing Plan adopted on January 15, 1985 to become a matter of record.

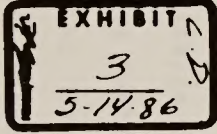
Quoting from Section C of this plan, I conclude:

C. Open Space - In attempting to determine the best possible uses of the land within the county's jurisdiction, the Commission is required to make decisions concerning trade-offs between possible conflicting uses and planned changes in present uses.

Land use has always been of top concern in Emery County and accordingly, the county has adapted a zoning resolution in accordance with the earlier mentioned comprehensive plan and its accompanying statement of intent.

Further, Emery County positions itself:

1. To support the highest, economically allowable development of known



LCO-4.14

LCO-4.14
(cont.)

2. mineral and energy resources throughout the county.
To utilize public lands under multiple use management. All present and prior uses of public lands shall be preserved, except where economically unfavorable.
3. To maintain at least present levels of AUMs on public lands.
4. To preserve current uses of public lands which are adjacent to privately or state-owned lands, the economical uses of which depend upon access and usage of adjacent public lands. Full disclosure of all ramifications shall be made to the county prior to any changes of uses on public lands, and the county shall be permitted to review and comment on each proposed change, consistent with applicable federal statutes.
5. To support land exchanges within the county where they can be shown to be economically beneficial to the county, and only when the county officials are provided opportunities for input in the decision process.
6. To study intensively all areas included in the Wilderness Study Areas 023, 054, 029 A, 028 A, 007, 045, 068 A, and 067, including drillings and other appropriate samples. While the county recognizes that there are areas in the county of critical environmental concern, not enough is known regarding subsurface minerals and resources. Under no circumstances will the county agree to any wilderness designations without a thorough analysis of all potential resource developments affected thereby. On these matters the county intends to play a role in the decision making process as provided by law.

Thank you.

THE IMPACT OF WILDERNESS DESIGNATIONON LOCAL GOVERNMENT

A Response to the Bureau of Land Management's
Draft Environmental Impact Statement

prepared by

The Emery County Attorney's Office

August 14, 1986

As early as the 1770's, leaders of the British Colonies in America struggled with the conflict between the roles of central government and local government. The framers of the Constitution were well aware of the need for an effective balance between the powers of the federal government and the state and local government. It was not until the representatives from the various states, participating in the constitutional convention, agreed to attach a bill of rights, delineating power to the federal government and reserving the remaining power to the people and to the states, that the Constitution of the United States was passed. Thomas Jefferson fought constantly for the autonomy of the state governments, and continually pointed out the absolute necessity that they be the holders of the majority of the governmental power relinquished by the people.

As the United States grew in size and in population, more federal government control was exercised, both as a result of effective management of the whole and as a default of new state governments to hold and control the power. Today the power of the national government is nearly overwhelming. While there are many things which only the federal government can effectively do, there are many more powers which should remain in, or be returned to the states themselves. One such power is that of controlling the land. The ability of the federal government to control land within the states gives the federal government far reaching power and influence. The impact of that influence can be seen in the Wilderness Preservation System, and in the

Wilderness Act of 1964.

The political decisions of the leaders of the United States can have untold influence and impact, both detrimental and beneficial, upon the residents of the various states. This influence is even more magnified and intense as it impacts the local, county and city governments and their efforts to effectively govern the residents of their counties, cities and towns. Whatever power is exercised by the federal agencies, created to manage the land, it must be exercised with great deference to, and concern for local governments and their constituencies.

As the United States Constitution and Bill of Rights grants to the U.S. Congress, President and Judiciary certain powers and authority, so too, these documents reserve vast amounts of power to the states and to the people. The Constitution of the State of Utah grants further governmental authority to the state and local leaders, but again, the greatest authority is reserved to the people.¹

Acting upon these constitutional grants of power, the state and national legislative and executive powers have outlined certain duties which are to be performed by local governments. The closer to the governed the government, the more the govern-

¹The Constitution of The United States declares that the powers of the federal government are enumerated, indicating that the power to govern initially rests in the people themselves, and transfers to a government only when permitted by the people to be governed. Amendment IX of the constitution states: "The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people." Amendment X states, "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the People."

ment will truly represent the governed. Local governments, consisting of the board of county commissioners, and all the elected and appointed officials with whom they work, and to whom are delegated specific duties, are given instructions by state statutes.

As it regards designating as wilderness eight WSA's which lie in Emery County, the local government has several concerns about the possible wilderness designation. Wilderness designation will bring with it much federal regulation. Set forth in the DEIS prepared by federal agencies are various restrictions which the federal government places on such lands.² While the method of management and the method of enforcement of these regulations is not adequately treated in the DEIS³, it is clearly stated that such restrictions will be enforced.⁴ These restric-

²The various restrictions will be discussed at length in this response, but basically consist of the restriction on further water development, predator control, mineral extraction, motor vehicle use, weed and pest control, emergency services, and domestic grazing.

³The Draft Environmental Impact Statement contains an appendix which lists the management policies generally governing wilderness areas, and areas identified as "study areas." These policies are admittedly vague. Volume 1, Appendix 1, part A, (page 208) states that even though grazing permittees have complained continually of management by area directors that conflicts with the supposed directive of the BLM's official policy for management, the policies have been left vague to allow flexibility in management. This flexibility can be interpreted as an open invitation for special interest groups to push for strict management action, effectively ignoring any official management statements promulgated by the BLM.

⁴A response by the BLM to a comment made regarding designation illustrates the intent the BLM has to enforce its rules and regulations. The comment stated that designation should not be withheld merely because of a difficulty of management. The BLM responded that only those areas which could be managed effectively would be designated.

tions not only impact that land specifically in the WSA boundaries, and the state sections which are therein found, but also impact the use of the land adjacent to the WSA's. Because of the vastness of the area studied in Emery County, it is to be expected that a significant proportion of the county will be affected by federal regulation. Many of these regulations fly in the face of the authority granted to the government of Emery County by the state legislature. Power concerning the health, welfare and morals of the people, constitutionally reserved to the states⁵, has been delegated by the states to the county governments in certain instances. The conflicts between the federal regulations and local government's power to protect the health, welfare and morals of the people, in these instances, make it difficult at best, and impossible at worst for proper county and local government.

This response will discuss the impact of wilderness designation on the local government's ability to carry out statutory mandates in the area of weed control, fire control, and the rendering of emergency services, and the general economic impact to local government.

WEED CONTROL

The county weed and mosquito eradication supervisor is charged with, inter alia, the following:⁶

⁵This constitutional reservation derives from Amendments IX and X of the U.S. Constitution. These are discussed in footnote 1.

⁶Title 4, Chapter 17 of the Utah Code Annotated contains the list of requirements for the county department of weed and mosquito control.

LCO-5.2 (cont.)

1. To formulate and implement a county wide coordinated noxious weed control program designed to prevent and control noxious weeds within its county.
2. To cooperate with other county weed control boards to prevent and control the spread of noxious weeds.
3. To help the County Commission determine the presence of noxious weeds within the county and to declare a particular weed or competitive plant a noxious weed.

These duties are set forth by the Utah Legislature for the purpose of controlling noxious weeds, such that no weed becomes a nuisance to the land of Utah. The legislature has also provided for disciplinary actions in the event these duties are not performed.⁷

The Draft Environmental Impact Statement, when discussing noxious weeds, has stated that the control of noxious weeds within a given area designated as wilderness can only be done when the weeds would, "threaten human life, property, or high-value resources."⁸ It seems highly unlikely that a noxious weed would actually threaten human life. Property and high value resources could be threatened by a substantial infestation of certain strains. In another statement, however, the Draft Environmental Statement allows that grubbing or spraying from a back-pack tank would be allowed to control the spread of noxious

⁷⁴ UCA, Chapter 17, section 5 states: " If the commissioner determines that the weed control board of any county has failed to perform its duties under this chapter, the commissioner may require the board to justify, in writing, its failure to enforce these provisions within its county." The county commissioners may then take proper action in response to the weed board's justification.

⁸DEIS, Volume VI, page 4.

LCO-5.2
(cont.)

weeds.⁹

It is the experience of the county that to effectively deal with some strands of noxious weeds found within the county, the department must stage a relentless, multi-year, heavy-spraying campaign. The control of noxious weeds can not happen by grubbing, or by spraying from a tank carried on a back pack. The mandate of the Utah legislature cannot be fulfilled when noxious weed control is performed as contemplated by the BLM.

Of even greater concern, however, is the impact upon attempts to keep the county free from noxious weed infestation when there exists large percentages of the county which could be completely infested with noxious weeds but for which no effective method of control is possible.

An example of the dramatic effects noxious weeds can have on an area is shown by a study of the Spotted Knapweed. This strain of noxious weed sends out a growth inhibitor in its own root system. This growth inhibitor will attack and kill the root system of the grasses and other plant life surrounding it. When the grass dies out the only thing left is the weed. Since the weed does not have the compact root system of grass or other plant life it will not protect the soil from damage of erosion. The Utah state weed specialist has stated that the presence of this weed can cause the elk population of a given area to

⁹In response to a comment regarding the control of noxious weeds, the BLM responded, "...noxious weeds may be controlled by grubbing or with chemicals..." DEIS, Vol. VI, pg. 230, comment 24. It should be noted that motorized vehicles are prohibited in the wilderness area and thus the compelled conclusion is that chemical application must be done with back carried sprayers.

LCO-5.2
(cont.)

decrease by 200 annually.¹⁰ Its effect would be similar to any animal living within the area because the plant is of no value to the animals, much less to man.

Infestations of spotted knapweed are found near Desolation Canyon. Without the ability to control this noxious weed there, its natural course is to kill other plant life in the area, replace it with itself, and continue to infest nearby areas. Soon, unchecked, the weed could spread to land outside the wilderness area. Attempts to control its spread on adjacent lands would be possible, but by then, the battle would have already been lost. The weed would have a choke-hold on the county because of its fortress within the wilderness area. No effort to stop its spread outside the area would be effective. The mandate given the county, to control the spread of noxious weeds, will not be possible. Local government will have had its hands tied by federal agencies.

FIRE CONTROL AND EMERGENCY SERVICES

LCO-5.3

Another area in which wilderness designation affects the ability of local government to fulfill its role is in the protection of the safety and welfare of its residents. The ability to perform emergency services will be greatly impaired by wilderness designation. Effective fire control and emergency search and rescue action will not be possible in a great portion

¹⁰This information was communicated by the state weed and mosquito supervisor, Steve Dewey, to all county weed control boards.

LCO-5.3
(cont.)

of the county because of the restrictions placed upon land use by the Bureau of Land Management.

The Utah Code requires the sheriff of the county to be responsible for the suppression of uncontrolled fires on state owned lands.¹¹ The draft Environmental Impact Statement allows for measures to control fire in a wilderness area when the fire threatens human life, property, or high-value resources on adjacent non-wilderness lands.¹² Fire control is possible on the wilderness area only when the fire threatens to create unacceptable changes to the wilderness resource. This does not address the possibility of fire control on wilderness land in the event the fire threatens to destroy property or high value resource in the wilderness area. Assuming that there were a fire, the question of who should decide whether there is a threat to human life, animal life, property, or high-value resource, or whether the threat to wilderness value warrants the use of fire control procedures, is not answered.

Great concern exists for the 50 state sections of land within the wilderness areas. Since the sheriff should battle fires on this land there exists a great conflict between the prohibition of the federal agency and the obligations mandated by the Utah State Legislature to the local government of Emery County.

Effective fire control requires quick decision-making ability. Strapped with a requirement to assess possible damage

¹¹24 UCA, Chapter 2

¹²DEIS, Vol. I, Appendix I, Part A. III. E.

LCO-5.3
(cont.)

to the items mentioned above, and in some instances, seek permission, the sheriff and fire fighters will only lose valuable time in making such a determination. In many natural disasters of this type, such time is not available. Waiting for a fire to roar out of the wilderness zone before fighting it only allows the fire to gain strength, reduces the chances of success for effective fire control, and increases the threat of injury to those battling the blaze.

In addition to these restrictions, severe limitations are placed upon the local authorities regarding the methods of fire control. The DEIS assumes "that fire fighting measures would be limited to aerial and hand method."¹³ Once again, effective local government, and the services traditionally rendered by it, are substantially curtailed by a federal agency.

The sheriff of the county is also involved with emergency services. The effective offering of these services within the wilderness areas will be impossible. Vehicular travel within the wilderness area is strictly prohibited.¹⁴ The problem is compounded when the need for effective wilderness control is increased.

The Bureau of Land Management projects that by designating

¹³The reference in the DEIS, Vol. VI, Crack Canyon Section, Page 6 is representative of all WSA's.

¹⁴See footnote 4, above, for a discussion of vehicle restrictions. Appendix I, Part A, III.K.4., of volume I of the DEIS, states: Motorized equipment and mechanical transport use may be allowed when an emergency condition exists which involves the health and safety of visitors. The district Manager (or Area Manager, if delegated) may approve such action." While some vehicular access may be possible, obtaining permission for such travel will be time consuming and burdensome.

LCO-5.3
(cont.)

the land a wilderness, the number of user days in each area will increase. An increase in user days means not only a greater number of days in which there will be people in the wilderness areas, but also an increase in the number of people using the areas on a given day. This increase in use can only mean an increase in accidents. The history of accidents in the areas include falls, hypothermia, heat exhaustion, and drowning. The rivers running through the wilderness areas pose a severe danger to users. The "Black Box" in the Mexican Mountain WSA has been the scene of near tragedy when boaters were unable to negotiate the swift current and large rapids, and had to be rescued by the sheriff's department using motorized water craft. The San Rafael River was the scene of tragedy with the drowning death of one boater and the near drowning of several others.¹⁵ Other such locations are common in all of the WSA's in which the Muddy, Green, San Rafael and Price rivers flow.

In addition to these threats, because of the rocky ground and minimal ground cover in other areas, the danger of flash flooding must also be considered. The moisture these areas receive generally comes in severe thunder-showers, dumping large amounts of water in a relatively short period of time. With an increase in primitive type activities the threat of injury from

15On June 7, 1986, a scout troop, canoeing on the San Rafael River capsized. The Emery County Sheriff's Office was dispatched to perform search and rescue operation. Access to the area was gained by the use of four-wheel drive vehicles carrying motorized boats and other emergency equipment. The swift actions of the Sheriff's department and staff resulted in the rescue of the scouts. The scout master, however, was not rescued, and died in the accident.

LCO-5.3
(cont.)

this type of storm is increased.

The prohibition against vehicular travel, and the requirement of obtaining federal agency permission for emergency vehicles to travel in the area severely limits the effectiveness of any search and rescue or emergency measures in case of an accident. Because of wilderness designation the county would be unable to construct safety features or place warning signs in areas of high danger. More people mean more accidents. The increase in accidents may even be greater than the increase in usage.

With wilderness designation the user demographics of these areas will change drastically. Many of the present users will no longer be able to enjoy the areas because of inaccessibility or the change in allowable activities. The number of new users, those unfamiliar with the terrain and hazards present therein, will not just equal the difference between present usage and increased usage, but will include the number of old users, now denied access. There will be, therefore, great numbers of people using the areas who know nothing of the existing hazards and dangers. The responsibility of the county to protect these users will result in great strain on and frustration to the county employees and officials. This inability to respond to emergency situations will cause untold cost to the county because of county liability, either perceived or real.

The ability of the county government to protect the welfare of the residents of Emery County would be impaired by the designation of over 16% of Emery County's total acreage as wilderness.

LCO-5.4

ECONOMIC CONSIDERATIONS

Emery County officials have a compelling interest in protecting the jobs, industries, and businesses of its residents. Each and every one of these elements of the county's economy will be adversely affected by wilderness designation. This adverse impact on the economy will compound the difficulties normally faced by the county government in carrying out its general duties and operations.

The Draft Environmental Impact Statement shows that there are as many as 14,778 AUM's in the wilderness study areas located in Emery County.¹⁶ Using these areas and the AUM's are 143 livestockmen. The impact to these livestockmen and their businesses must be of concern to the county leaders.

It has been the experience of these livestockmen that the BLM uses two methods to limit or alter grazing rights on BLM land. The first method is to reduce the acreage usable by these livestock operators. The second method is to reduce the time in which the lands can be used for grazing.¹⁷ Either method could lead to a loss of the livestock business in Emery County and the accompanying negative impact to the county's economy.

The livestockman knows how many head of livestock he can

¹⁶These figures have been computed by the engineering firm of Johansen and Tuttle, Inc., of Castle Dale, Utah, using data supplied by the Bureau of Land Management.

¹⁷This information was obtained from personal interviews with various past and present livestockmen of Emery County.

LCO-5.4
(cont.)

run on his share of the BLM land. Using this information he calculates his needs in grain, hay and other materials necessary for a successful livestock business. If the BLM limits the acreage which the rancher can use during the year, other sources of feed and grazing must be found to keep his business operating. If there has been an across the board cut in acreage, the demand for alternative feed sources will be substantially increased, raising the price and level of difficulty of obtaining the needed resources. Should this occur more than rarely, the rancher will begin to limit the size of his herd. Such a reduction will immediately affect his income, and hence, his taxes payable. The livestockman can not alter significantly his economies of scale before he finds it unprofitable to run his livestock at all. When this occurs, he must look elsewhere for employment in order to support himself and his family. This increase in demand for employment, in an area of already abundant demand for work, but increasingly limited supply of jobs, will only increase the pressure on, but reduce the ability of, the local government to protect the welfare of the community, as well as decrease tax revenues to the county.

If, on the other hand, the BLM reduces the time the livestockman can run his animals on the land the above described outcome will happen much faster. A ten percent decrease in the amount of time in which the land can be used will not result in a corresponding ten percent decrease in profits, but will result

LCO-5.4
(cont.)

in a one hundred percent loss of the ranching activity.¹⁸ The time frame for the livestockman's loss of his operation resulting from a decrease in time allowed for use of the land may be shorter than the scenario in which the acreage is reduced.

In addition to the economic loss and consequential economic problems the county leaders will face from the loss of its livestock business, the threat to the whole economic and tax base of the county must be considered.

While the Draft Environmental Impact Statement concedes that a five percent reduction in employment may result to Emery County if the area is designated a wilderness,¹⁹ it fails to consider the real possibility of the shut-down of power plants and coal mines, and the potential prevention of further economic development and growth for Emery County and the surrounding counties.

The intent of the Wilderness Act of 1964 is to preserve the

¹⁸This result obtains, because if the livestockman may not run his stock on the federal lands for a period of time, the entire herd is left without nourishment and thus would be lost during the time grazing is not available. As opposed to a limitation of acreage useable by the rancher, his entire herd, not just ten percent, will be impacted. Instead of reducing the size of his herd, he must eliminate the herd completely.

¹⁹DEIS, Vol. I, page 55, Table 17, Impact Summary--BLM Utah Statewide Wilderness Draft Environmental Impact Statement. Impacts on employment and impacts on income columns state: "The future employment level of some communities (mainly in 6 counties --...Emery,) would be at least 5 percent less than would occur with no designated wilderness areas," and "The future income earned in some communities (mainly in 6 counties) would be at least 5 percent less than would occur with no designated wilderness areas." These 6 counties, one of which is Emery, are unduly burdened. They have a larger percentage of wilderness study acres but yet are predicted to have at least 5 percent drops in income and employment.

pristine characteristics and nature of certain geographical areas thought to contain items of special interest.²⁰ In cases where the imprint of man is more than acceptable the management policies have been stated to include allowing the area, or forcing the area, to regress back to its primitive and wild state.²¹ It is this intent, to manage the area such that there is no adverse affect, (as seen by the federal agencies), on the wilderness qualities possessed by the area, that causes most concern to and will cause most conflict with the local government.

LCO-5.5

While the BLM has stated in its Draft EIS that there is no indication Air Quality Standards will be changed, no other government agencies, or interest groups, have so stated.²² In fact, it appears to local government that such an intention, to leave unaffected the air requirements, will be impossible to honor. History has borne out the scenario, that with one foot in

²⁰In the description of wilderness, contained in section 2.(c) of the Wilderness Act of 1964, subsection (4) states, "and may also contain ecological, geographical, or other features of scientific, educational, scenic, or historical value."

²¹Section 2.(a) states, "...and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness..."

²²Speakers, representing the Utah Wilderness Coalition, stated, during the various hearings held in Utah regarding wilderness designation, that it was the policy and intention of their organization to push for single use management policies, including the change of Air Quality Restrictions, federal reserve water rights, integral vistas, buffer zones and reduced or curtailed mineral rights and grazing rights.

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LCO-5.5
(cont.)

the door, the advocates of wilderness designation will push for stricter and tighter control of the land in, adjacent to and outside the designated wilderness area. This control will come through changes in air quality standards, water rights, mineral rights, grazing rights, and use of adjacent lands.

The alteration of any requirements regarding air, water and adjacent lands could have three affects. First, industries now located in Emery County may have to expend great sums of money to meet requirements, second, some industries may be shut down, and third, new industries will be extremely reluctant to come to the county. These three actions will have but one ultimate consequence for the government of Emery County - the inevitable loss of its tax base.

The loss of industry in Emery County will mean a loss of substantial portion of the tax revenue base which allows government services to be offered. The substantial contributions Emery County is now making to the Uniform School Fund will be reduced or eliminated. Without the tax revenues which flow from the major industries in the county, i.e. power plants and coal mines, there will be no other method for county government to obtain the money required to fund the governmental services offered presently. The loss of revenue will force local government to curtail sharply the number of services rendered. This decrease in services will cause many of the residents of the county to relocate to other counties which can or do offer the discontinued services. With fewer residents, the tax base of the

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LCO-5.5
(cont.)

county will decrease further. This spiral will continue until there is no one left but those persons, too unhealthy, physically or financially, to move away. The local government will be unable to render any services to those residents who need them most. The county will have died.

As revenues continue to decline, local government will find it more difficult to keep the sheriff's office fully staffed. Fire control and emergency services will be inadequate, and the quality of life will deteriorate. County government will become more difficult as residents become less supportive because of the decline in governmental services rendered. The county will find it increasingly difficult or impossible to service the local government's debt. The decay of morale of county residents will be as striking as the decay of the financial structure of the county.

Designation as wilderness, of the Wilderness Study Areas in the county, will cause an undue burden upon the residents, industries and subsequently the government of Emery County. Present industries could be forced to expend large amounts of money to comply with possible regulations stemming from the designation as wilderness of land adjacent to their plants and operations. These industries may shut down operations rather than expending the money required to continue working. Few industries would be interested in locating in the county because of the restrictions and problems of operating near the wilderness areas. As the industries shut down and jobs are lost, the tax

LCO-5.6

LCO-5.6
(cont.)

base which provides revenue for government service will continue to erode until few or no services could be offered. The loss of the tax base would prevent local government from effectively governing or serving. Without jobs, industry or government services to offer anyone in the area, Emery County will become, not a wilderness, but a wasteland.

LCO-5.7

The ability of local government to plan and manage the area will be further limited by the existence of federal reserve water rights. In a climate such as exists in Emery County, water is a rather scarce commodity. The ability of the local government to empower local water conservation boards to organize programs determine appropriate water use, reclaim and conserve water and regulate or otherwise control its distribution will be rendered futile by the existence of federal reserve water rights. Because nearly every source of water in the county is affected in one way or another by the streams or water sheds found in the wilderness study areas, the impact of wilderness designation on the county's ability to control the resource will be significantly limited.

The county will be precluded from creating new reservoirs and watersheds, and will be prevented from relying on present information regarding water availability.²³ Without the ability

²³Federal reserve water rights are said to attach to a wilderness area such that the amount of water needed to maintain the wilderness area as a primitive area is reserved to the federal government. Although this water right is said to be subject to all water rights established before the wilderness area is designated as such, there is reason to believe the existence of federal water rights will prevent prior right

LCO-5.7
(cont.)

to create new sources of water for the communities, or to control the present sources people will be hesitant to move to or remain in the county. Industry will be skeptical of continuing business in or bringing new business to Emery County.

It is foreseeable that the impact from the reserved federal water rights will impact the entire Colorado drainage system and all of the counties and states dependant upon this system for water. Because of the physical makeup and the location of the Colorado drainage system, each county receiving water could be detrimentally impacted by influence over the system because of the integral vista theory which has been employed by pro-wilderness groups after designation has taken place. Since the Colorado drainage system lies within the integral vistas of the WSA's in Emery County, serious threat exists to the continued use of this water by the residents of the numerous counties.

CONCLUSION

The BLM admits in its Draft Environmental Impact Statement that management under designation will be in conflict with the plans of the local government.²⁴ The reservation of power by

²⁴DEIS, Vol. I, page 117, states, "Wilderness designation of 1,892,402 acres would conflict with county plans in 13 counties." This is representative of conflict with local government each alternative except the "No Wilderness Alternat-

the people and the states should include control of the land to a large degree. While some federal regulation is acceptable, the extensive, far reaching and long lasting impact that wilderness designation would have on Emery County and its local government is unacceptable. The services rendered, traditionally and statutorily mandated, by the county government would be either hampered or prevented by designation. Industries would be forced to shut down, new growth would not occur, the tax base would shrink, and soon the county would be left desolate.

Remarks of SCOTT JOHANSEN, Emery County Attorney

Re: Draft EIS, Wilderness Study Areas

My remarks will be limited to the socioeconomic impact on local government not because it is the only concern I have, but rather because of time limitations of this hearing.

The purpose of an Environmental Impact Statement is to identify potential adverse impacts of a proposed action so policy makers can make informed decisions.

I believe the Draft EIS is seriously deficient in alerting policy makers of potential problems in that it has made invalid assumptions and ignored altogether certain adverse consequences of Wilderness designation.

Three major areas of concern have been inadequately addressed:

LCO-5.8

1. Grazing - The Draft EIS assumes present grazing rights will be grandfathered, though there is no guaranty of that. Grazing may be eliminated altogether. According to the site specific analysis there are 14,773 AUM's and 143 livestockmen within the WSA's, yet the EIS specifies no adverse impacts to livestock interests. Employment estimates seem to be based upon the assumption that if only a portion of a livestockman's year-around grazing capability is lost then only a corresponding portion of his income is lost. Reality is that if the livestockman has no grazing capability for say 10% of the year, then the entire operation ceases to function, resulting in 100% loss of income, not 10%. The County cannot absorb a loss of 14,778 AUM's and 143 livestockmen.

LCO-5.9

2. Air Quality - The Draft EIS assumes all WSA's will be designated Class II air quality areas. We have no assurance of that, either historically or within the wilderness statute. Yet the Draft EIS does not identify the consequences of Class I air designation. According

LCO-5.9
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to the Draft EIS 72.3% of Emery County's nonagricultural income has as its source mining, construction, or manufacturing. With Class I air quality and its attendant Integral Vista concept, the potential exists of no new mining, construction, or manufacturing as far as the eye can see from any WSA, i.e., significant portions of Wayne, Grand, Carbon and all of Emery County.

3. Water Rights - The Draft EIS is seriously deficient in its failure to mention possible effects of the doctrine of federal reserved water rights and Sierra Club vs. Block. It appears from that case that wilderness designation compels government to maintain stream flows at levels which prohibit any future upstream water development, i.e., no future enhancement of water resources on: the San Rafael River, Muddy River, Green River, Price River, White River - no future growth beyond present water resources in Emery County, Duchesne County, Uintah County, Daggett County, Northwest Colorado or Southwest Wyoming. In addition it could jeopardize the Central Utah Project to the extent that it draws water from the Uintah Basin. Yet there is no mention of these serious potential adverse impacts in the draft EIS.

The last issue I wish to address is how these particular WSA's satisfy the purposes of the Wilderness Act.

The Purposes of the Wilderness Act are as follows: "Afford greater protection from commercial enterprise, to preserve land's primitive character...provide opportunity for solitude...provide an area where man himself is a visitor who does not remain...keep lands in original untouched natural state...keep imprint of man's work substantially unnoticeable...retain land's primeval character without permanent improvement or human habitation."

Each of these purposes can be accomplished without wilderness designation because:

LCO-5.10

LCO-5.11

1. Much of the area is not capable of development. There are no roads in the area nor will there be. There is no development within most of these areas, nor will there be. The areas are protected by their inherent characteristics.
2. The administrative power of those federal, state and local agencies which currently administer these areas is sufficient to accomplish each and every purpose of the Wilderness Act. These agencies include:

BLM	Division of Oil, Gas & Mining	Carbon County Zoning
OSM	Division of Wildlife Resources	Grand County Zoning
BIA	Division of State Parks	Emery County Zoning
EPA		

With respect to the Emery County Zoning Resolution, it is noteworthy to point out that no mining or other major development can occur within these WSA's without an EIS, reclamation of all damage to the environment and bonds to insure reclamation of all damage to the environment.

So all the purposes of the Wilderness Act can be accomplished without risking the loss of 14,773 AUM's, without risking shutting down manufacturing and mining within eye shot of all WSA's, without jeopardizing the Upper Colorado River Compact's entire water supply including the Central Utah Project, without excluding handicapped and senior citizens from WSA's, and without locking up huge areas of the state to exclusive use of .001% of the population or whatever percentage reflects the number of backpackers in Utah.

We can accomplish the purposes of the Wilderness Act without preventing prudent development of wildlife habitat, without making our Country more dependent on foreign imports of lamb, beef, coal, uranium, oil, and gas, and without jeopardizing this Country's employment and self-sufficiency.

LCO-5.11

COMMENT LETTER LCO-5

LCO-5.11
(cont.)

In conclusion it is recommended that the Draft EIS be reconsidered and supplemented to identify the very serious potential negative impacts on grazing, air quality, and water rights. It is further recommended that no wilderness be designated because all of the purposes of the Wilderness Act are and will continue to be served without such designation.

COMMENT LETTER LCO-6

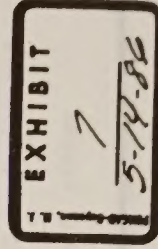
COMMENTS ON PROPOSED WILDERNESS STUDY AREAS

My name is Bruce Funk. I am the Clerk of Emery County. Although my duties and responsibilities carry me outside the area this evening and I am unable to be in attendance, I very much appreciate the opportunity of having my testimony read into the record regarding the Utah BLM's Draft Environmental Impact Statement on Wilderness Areas contained within the boundaries of Emery County.

I, like many of the constituents which I serve in the County, am greatly concerned about the effect of proposed wilderness designations within Emery County and the access to those lands for the enjoyment and economic development of our area. I presently serve as chairman of the committee to study oil, gas and mining in Emery County. Our studies indicate that the wilderness proposal will have a significant impact on the availability of hundreds of thousands of acres of BLM and adjacent lands for mineral exploration.

Let me preface my remarks with some personal comments by indicating that in 1872, Yellowstone was the first National Park established with the guidelines that it was "for the benefit and enjoyment of the people." Yellowstone Park has met that criteria. Young or old, the physically fit or the handicapped have all been able to enjoy that park and its beauty has not been hindered by the roads and access through it. The park would be of little benefit if it was restricted to only those who are capable of entering the area without the use of maintained access roads through the park and trails to each of the points of interest. Should this site have been limited to those who are physically fit? Those who could backpack in off the maintained paths?

-1-



I have a personal conviction that the areas proposed for wilderness designation in the San Rafael Swell area of Emery County, which constitutes, Crack Canyon, Mexican Mountain, Muddy Creek, San Rafael Reef and Sid's Mountain would best serve the needs of all people by leaving it as a multiple use area.

I am personally familiar with the Mexican Mountain and Sid's Mountain designations. There are many roads which were placed in these areas in the 1950's during the uranium boom which go directly through the center of Sid's Mountain. I have personally, in the last two years, traveled by four-wheel drive, from the north fork in Coal Wash directly through the center of Sid's Mountain nearly to Interstate 70. There are numerous branches off from that road to capped oil site locations and therefore I feel that the criteria required for a wilderness area is not met in the study made by the BLM.

As I mentioned earlier, I am the chairman of the committee to study oil, gas and mining and the potential impact that wilderness designation would have on these industries.

Emery County's economy is based on land use--mineral extraction and agriculture. Future economic growth in these areas would be inhibited by wilderness designation. According to the Draft Environmental Impact Statement, Emery County is cited as one of six counties whose future employment level would decrease by at least five percent if the proposed areas are designated as wilderness. Future income would also be at least five percent less than would occur with no designated wilderness areas.

However, the Draft Environmental Impact Statement goes on to say that if there was no action, no wilderness, Emery County would be one of eight counties in the state where the future employment level and future incomes could increase more than five percent over the long term due to mineral and energy development.

LCO-6.1

Emery County presently has the highest average, non-agricultural wage in the State which is at \$1,996 per month. According to a recent Job Service report, there are 1,143 persons employed in Emery County in mining related jobs. There were also 966 persons employed in public utilities and related industries.

LCO-6.1
(cont.)

Eight of the nine areas proposed for wilderness in Emery County alone are recognized by the BLM as having medium to high potential for energy and/or mineral development. In each of these areas, the developmental potential lies with one or more minerals. In preparing the Draft Environmental Impact Statement, the BLM used evaluations prepared by Science Applications, Inc. which is based in Tennessee. The data used for these evaluations was obtained from government maps, reports, occurrence and production information and projections from a core team of three to six geologists. Private industry's independent knowledge or research was noted by the BLM, but not included in the recommendations. Before the final wilderness recommendation is submitted to Congress, the resources that private industry provides should be considered and the new, up-to-date information provided. It is estimated that about 40 to 50 percent of locatable minerals would be foregone under the proposed action. Since all available data has not been considered, this percentage could be conservative. Present and future use of such minerals as uranium, vanadium, tar sands, oil and gas, coal, oil shale, gypsum and potash could be vital to the nation, but with the restrictions that wilderness designation places on the areas rich in these resources these minerals may not be readily available.

LCO-6.2

COMMENT LETTER LCO-6

LCO-6.3

The question of air quality and water quality standards poses a potential problem to industry in Emery County by the federal government attempting to control and protect visibility in the areas surrounding wilderness. Production costs could increase in mining operations by stricter standards on fugitive dust control and emissions. Future mineral production could be hindered by regulation of water running through wilderness areas by making water unavailable for coal cleaning, dust suppression, drinking water at site locations, and irrigation used for reclamation.

LCO-6.4

In this day and age when the nation is concerned about deficits and balanced budgets, how can the federal government consider the loss of revenue generated by mineral leases in these wilderness areas alone. It is estimated that the federal government will lose two million, two hundred thirty-eight thousand, four hundred sixty-six dollars (\$2,238,466) in monies generated through mineral and grazing leases in Utah. This figure does not reflect undetermined amounts related to royalties, bonus bids, taxes, community contribution, etc.

As you can see, the issue of wilderness is vital to the well being of Emery County's future. The hinderance that it would place on growth and development of this county's life-blood, mineral related industries, could create ramifications for generations to come.

Thank you.

COMMENT LETTER LCO-7

HEARING OFFICER: Eugene Johansen.

MR. JOHANSEN: Mr. Logosz, Robinson, Slater, Nodine, Rowley, ladies and gentlemen: I am Eugene Johansen. I am chairman of the Emery Water Conservancy District. I consider it a privilege to be here tonight. Much of what I had planned on saying has been said, and I'll try to not repeat too much, and confine my remarks mainly to the issue of water.

In a desert region, such as we are, we consider our water resource as our most valuable resource. But we read from the WSA: new water diversions within a WSA would not be allowed. Further we read, wilderness designation would mandate a reserved federal water right. Further we read, that the existing stream may be restored to its original or historical level.

As you are aware, some of you at least, the Winters case holds that when the federal government withdraws land from the public domain, it also reserves a quantity of unappropriated water to carry out the purpose of its withdrawal.

Now if the purpose of the withdrawal is to restore the stream to its historical flow, it would completely destroy the economy of Emery County and affect the economy of the rest of the state.

1 When the 1964 Wilderness Act was passed, the issue of
 2 federal reserve water rights was not debated, may not even have
 3 been considered. But the wilderness advocates considered it
 4 and Judge Kane of Colorado ruled: The Wilderness Act is the
 5 initial legislation creating an entirely new reservation of
 6 federal lands. And he ordered the federal agencies to protect
 7 wilderness water resources. This decision is under appeal, but
 8 the wilderness advocates were careful in their judge shopping,
 9 and this pre-determined decision, being highly politically
 10 motivated, is not apt to be repealed.

11 And we must assume that any withdrawal of public lands
 12 for wilderness designation would be destructive to the rights of
 13 local users development and conservation of its water resources,
 14 and would further be an invasion of the states rights to manage
 15 the water within its boundaries.

16 The two streams in Emery County that would be
 17 adversely affected are the San Rafael and the Muddy. The San
 18 Rafael consists of the Huntington, Cottonwood, and the Ferron,
 19 and we take a great deal of pride in our development,
 20 conservation, and wise multiple use of these streams.

21 And the water users of these rivers should be
 22 complimented not only countywide, statewide, and nationwide, for
 23 furnishing water for industry which has made a large tax base
 24 which supports most of the state.

25 On the Huntington Drainage, with its longtime average

1 of 160,000 acre feet, we have reservoir storage for agriculture
 2 use around 15 to 16,000 acre feet. We also have a 30,000 acre
 3 foot reservoir for industrial use. We have 691 stockholders,
 4 irrigates 24,000 acres and serves a population of 3200 people in
 5 four rural communities, and we provide water for two power
 6 plants.

7 On the Cottonwood Creek, with the yield almost
 8 identical to that of Huntington, we have the Joes Valley
 9 Reservoir with a 62,500 acre foot, and five smaller reservoirs
 10 which we have reserved for fish culture and recreation.

11 The Cottonwood area has 400 stockholders. It irrigates
 12 12,000 acres, and provides 14,000 acre feet of water for
 13 industry, and serves a population of around 3,000. In addition
 14 to that, it provides water through numerous tunnels and trans-
 15 mountain diversions to the cities of Ephraim, Spring City and
 16 Mt. Pleasant.

17 The Ferron River, the annual yield is around 40,000
 18 acre feet, and the reservoir capacity of around 18,000 acre
 19 feet. It irrigates 10,000 acres, provides 7,000 acre feet of
 20 water for industry, and provides sustenance for around 2,000
 21 people.

22 These three streams, in addition to providing water
 23 for the agriculture and domestic use for 10,000 people, provides
 24 water for an industry that employees in its coal fields 1182
 25 people with an annual payroll of 40 million. It also provides

1 for the utility industry, which has a payroll of \$23 million
2 going to 720 people. The industrial expenditures from these
3 industries, the state collects sales tax from \$158 million. The
4 revenue for the state and federal government mineral leases
5 exceeds 40 million. The taxes derived from this industry
6 provides \$14 million, the bulk of which goes into the uniform
7 school fund. The threat of withdrawing water rights with the
8 land would upset and possibly destroy this lucrative industry.

9 The Muddy River is ready for development. At present
10 it provides water of 8,000 acres and a population of 350. The
11 designation of any wilderness would completely stop the
12 development of that river.

13 I was going to refer to a chart prepared by the Water
14 Resource Division of Utah, indicating the impact of wilderness on
15 all the streams of the state. I will submit that into the
16 record, but I don't believe I will go through all of it.

17 In substance, though, there are 500 miles of streams
18 that would be affected by wilderness. In Emery County we read
19 in Crack Canyon we have two and a half miles of Muddy. The
20 Muddy also has 20 miles. In Sid's Mountain there's 18 miles of
21 San Rafael River. Six miles of North Salt Wash. In Mexican
22 Mountain we have 34 miles of San Rafael River. Desolation
23 Canyon 150 miles, including the main stream of the Green River.
24 Floy Canyon 8 miles of Floy Wash, and so forth. Any
25 designation of wilderness would destroy

1 the development and probably use of these streams.

2 In summation, then, in addition to the effects on the
3 stream flow of the state, nearly all of the Wilderness Study
4 Areas have underlying ground water supplies that will be
5 affected.

6 The designation of wilderness presents four threats to
7 our wise multiple use and conservation of our water resources:
8 1) The uncertainty of federal reserve rights. 2) The impact
9 of a return to historical flows. 3) The threat of minimum
10 flows. 4) Giving priority to a non-consumptive water use.

11 That brings me to the position that we must take. We
12 must vigorously oppose any attempt to include a reservation of
13 water with a reservation of land for the single purpose of
14 wilderness. And we ask that the withdrawal of any land be put
15 on hold until these water rights issues be resolved in favor of
16 local and state regulations of its water rights. Thank you.

EMERY COUNTY WEED AND MOSQUITO DEPARTMENT
P.O. Drawer 629
Castle Dale, Utah 84513
801/381-2933

May 14, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Gentlemen:

I appreciate the opportunity to present my comments on the Utah Statewide Wilderness Draft Environmental Impact Statement. As supervisor of the Emery County Weed and Mosquito Department, I am concerned with how the federal government provides and constrains access to public lands. In particular, I would like to have addressed the concerns I have regarding the BLM DEIS and how the management parameters will affect my department and the services we perform.

The Weed and Mosquito Department is given several precise directives from the Utah State Legislature. Instructions regarding noxious weeds are codified in Title 4, Chapter 17 of the Utah Code. According to statutes contained in this chapter, some purposes of the local weed department are:

1. To formulate and implement a county-wide coordinated noxious weed control program designed to prevent and control noxious weeds within its county whenever they are present.
2. To cooperate with other county weed control boards to prevent and control the spread of noxious weeds.
3. To help the county commission determine the presence of other weeds within the county that may need to be declared as noxious weeds.

These duties are set forth by the Utah Legislature for the purpose of controlling noxious weeds, such that no weed becomes a nuisance to the land of Utah. The legislature has also provided for disciplinary actions in the event these duties are not performed.

The Draft Environmental Impact Statement, when discussing noxious weeds, has stated that the control of noxious weeds within a given area designated as wilderness can only be done when the weeds would, "threaten human life, property, or high-value resources." In another statement the Draft Environmental Statement allows that grubbing or spraying from a backpack sprayer could be allowed to control major weed problems.

LCO-8.1

It is my experience that to effectively deal with noxious weeds found within our county the department must stage a relentless, multi-year, effective spraying campaign. To do this, by hand, on foot, on over 400,000 acres would be prohibitive. The control of noxious weeds when established cannot happen by grubbing or spraying from a tank carried on a backpack. The mandate of the Utah Legislature cannot be fulfilled when noxious weed control is performed as contemplated by the BLM.

It is the intent of the Wilderness Act to preserve an area in which future generations can see rugged, primitive, and pristine wilderness areas such as those, perhaps, seen by our early pioneer forefathers and such as we know exist in our beautiful backyard we call Emery County. This beauty is not being attacked by industry as is the cry of many. It is being attacked by noxious weeds. The BLM proposal for weed control will effectively destroy the beauty of the wilderness areas, perhaps faster than would unchecked land development. Noxious weeds must be controlled whenever they are present, not when they reach a certain threshold.

An example of the dramatic effects noxious weeds can have on an area is the Spotted Knapweed. This strain of noxious weed sends out a growth inhibitor in its own root system. This growth inhibitor prevents the growth of the root systems of the grasses and other plant life surrounding it. When the grass dies out the only thing left is the weed. Wilderness? Perhaps, but this is not all. Since the weed does not have the compact root system of grass it will not protect the soil and erosion doubles.

Page 5106 of the Federal Register, Vol. 47, No. 23, Para. A and B, says that only by the protective status which would result from wilderness designation and by allowing the natural ecological process to function unimpeded can there be an improvement of the water quality and the habitat to allow the return of wildlife and fish species formerly found in the area. This thinking is not valid where noxious weeds are concerned. Figures show that even at the present level of control, on forest service land in this region, noxious weeds are increasing at an annual rate of 6% and that some weeds have doubled in the last ten years. Evidence shows that noxious weed control is necessary to protect watershed and water yield and to preserve wildlife habitat and natural plant communities. In the same study that showed that erosion doubles when Spotted Knapweed replaces the natural bunch grasses, it was estimated that the same weed will cause the elk population in the Lolo National Forest to decline by 200 elk annually until the year 1998. Even people avoid those areas where the natural plant community has been replaced by some noxious weeds such as Musk Thistle.

To preserve that natural plant community, noxious weeds must be controlled. Good management practices will not get rid of them. These weeds are a pollution to the environment and a system for their control must be provided, not a sanctuary for their propagation.

This is just one of the examples of the dangers of the spread of noxious weeds but is a very graphic and representative example of the detrimental effects wilderness designation will have on the county. By disallowing effective weed control within the wilderness areas the BLM is preventing the purpose of the wilderness program. The wilderness area weed control guidelines must parallel the State law on weed control and must not be left to the discretion of the authorized administrative officer.

Some of the noxious weeds are already found in wilderness area in Utah, so the question is not if the WSA's get noxious weeds, but rather when the WSA's get noxious weeds what can be done? Noxious weeds will not allow an area to

COMMENT LETTER LCO-8

LCO-8.1
(cont.)

return or remain in its primitive or natural state. They become the dominant plant life and destroy natural plant communities. This poses a real threat to endangered plant species and causes animal population to leave. Noxious weeds turn wilderness into desolation, beauty into waste. Chapter 5, Vol. I of the BLM Overview states, "Little, if any, treatment for noxious weeds in WSA's has occurred in the past. I cannot believe future generations would thank us for this. I am opposed to this and to the designation of these areas as wilderness."

Sincerely,

James Nielsen

James Nielsen
Supervisor

COMMENT LETTER LCO-9

15 DAVID PACE, representing the Fremont River Soil Conservation
16 District, made the following remarks:
17 MR. PACE: Leo D. Jackson is Leo D. Jackson,
18 and I'm David Pace. I appreciate the opportunity to stand
19 here tonight. And Mr. Robison, I'd like to say that the
20 members of your staff that I know and I work with, I per-
21 sonally like, and I just want you to know that. Some of
22 my friends are sitting here under your staff.
23 I am standing here tonight representing the Fremont
24 River Soil Conservation District. Under the Utah Soil
25 Conservation Act of 1973, soil conservation districts were

LCO-9

1 established to address the resource conservation problems
2 and concerns of all the land in the state or under any given
3 district, irregardless of the administrative lines. Now
4 that I have established standing of legality I would like
5 to mention that I serve as staff to these fine people and
6 was directed by their Zone Executive Committee Meetings
7 on April 8th and 9th to represent them in commenting on this
8 wilderness proposal.

9 I've been specifically directed by the Chairman of
10 the Fremont River District to address this meeting tonight.
11 Thusly we feel and we do agree that the wilderness is dis-
12 criminatory against the aged, disabled or the very young,
13 and thus violates the wilderness criteria of providing soli-
14 tude and recreational opportunity for all. After all, are
15 we not a government of, by, and for all the people?

16 We feel there will be an adverse effect on the water-
17 shed improvement projects to protect downstream interests
18 and concerns. We recall that flood event in the summer
19 of 1985 that originated in the Mt. Ellen WSA destroyed the
20 bridge on the maintained county road running south from
21 Hanksville and which is the main access for the north end
22 of the ~~Harrieville~~ mountain area. Wilderness designation in the
23 Mt. Ellen area would effectively prevent work that would
24 prevent another flood and would thus cost the citizens of
25 Wayne County more money and their community property.

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LCO-9.1
(cont.)LCO-9.1
(cont.)

1 The Blue Mt. and Mt. Ellen WSA's, if made all wilder-
2 ness, would prevent the citizens of Hanksville from the
3 only convenient recreation area they have. This is a main-
4 tained recreation area, the Lonesome Beaver Campground,
5 and I'm sure most of you are familiar with it and thus it
6 would discriminate against some of the sovereign citizens
7 of this area. We feel that no conservation concerns are
8 presently violated by the current management practices of
9 multiple use as administered by the BLM and Forest Service.
10 We have some question of the Park Service, however.

11 We feel that there are a number of species that have
12 been introduced by whatever happenstance that do not con-
13 tribute to the ecology and they present a very real adverse
14 effect on the watersheds and on the economic activities
15 of the district.

16 You are all familiar with such plants as tamarix,
17 halogeton, and other noxious weeds. Wilderness would prevent
18 effective control measures and so provide a vector for down-
19 stream infestations.

20 We also note that the Draft EIS establishes that
21 there are 12.8 miles of roads in the Mt. Ellen WSA, there-
22 fore violating again the established criteria for wilderness
23 values.

24 As a district we feel that the BLM definition of
25 a "way" is maybe a little unrealistic. If you can drive

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LCO-9.2

COMMENT LETTER LCO-9

LCO-9.2
(cont.)

1 an outfit on it, it's a road, it's a road, it's a road,
2 it's a road. And we feel that calling 12.3 miles of road
3 a "way" is pro-wilderness bias in the Draft EIS, and we
4 feel that throughout all the EIS there exists this bias
5 of calling roads "ways" because one of the criteria for
6 wilderness is substantial nonimpact by man. Now you can
7 get around that by calling a substantial road a "way".
8 Therefore, we feel that this bias should be removed in the
9 final EIS.

10 On the Dirty Devil WSA, page 12, it says that parts
11 of three allotments are in the WSA, but then, on page 16,
12 there's a contradiction that says only one operator has
13 AUM's in this WSA. This is a contradiction and it is again
14 a pro-wilderness bias because it hides the true magnitude
15 of economic impact in this particular WSA. All of the WSA's
16 in our districts effectively prevent development of the
17 water improvements. Let us remember that wilderness is a
18 decision in perpetuity and to preclude future water develop-
19 ments just because none are currently planned is faulty
20 logic and also a pro-wilderness bias.

21 We feel that stopping the use of vehicles for the
22 management of livestock grazing would effectively prevent
23 use of grazing AUM's and adversely affect a range management
24 tool that will probably result in rapid increases of noxious
25 species that would endanger plant species that are already

LCO-9.3

1 On the Dirty Devil WSA, page 12, it says that parts
2 of three allotments are in the WSA, but then, on page 16,
3 there's a contradiction that says only one operator has
4 AUM's in this WSA. This is a contradiction and it is again
5 a pro-wilderness bias because it hides the true magnitude
6 of economic impact in this particular WSA. All of the WSA's
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8 water improvements. Let us remember that wilderness is a
9 decision in perpetuity and to preclude future water develop-
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LCO-9.4

1 We feel that stopping the use of vehicles for the
2 management of livestock grazing would effectively prevent
3 use of grazing AUM's and adversely affect a range management
4 tool that will probably result in rapid increases of noxious
5 species that would endanger plant species that are already

COMMENT LETTER LCO-9

LCO-9.5

1 on established endangered lists. We feel that by and large
2 the areas in the WSA's have remained in the wild state since
3 the advent of our society and will probably continue to
4 be so. Therefore, the proposing of de facto wilderness into
5 statutory wilderness seems entirely superfluous to us and
6 our co-operators. As the legal state agency for the conser-
7 vation and state resource use policy of all the land in
8 our district, we feel the designation of wilderness in our
9 district would adversely affect the use and wise stewar-
10 ship of the resources whose duty it is we have to protect
11 and are so duly charged. As a legal entity of the sovereign
12 state of Utah and duly elected by the citizens of our dis-
13 trict we're disappointed that the BLM management did not
14 abide with its signed Memorandum of Understanding in working
15 with our district during the scoping process or any other
16 process for that matter. We feel that as a district we're
17 entitled to more specific treatment than is provided for
18 in public meetings such as this.

19 We certainly hope that the BLM will be more circum-
20 spect in dealing with the soil conservation districts that
21 are affected by any and all future environmental impact
22 statements.

23 We feel initial impact on the citizens surrounding
24 WSA's where search and rescue efforts would put undue strain
25 on our tax bases. We note the executive branch of the

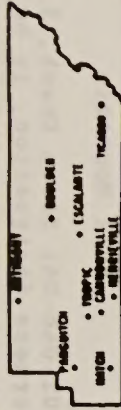
1 government is unwilling to mount any such efforts, leaving
2 humanitarian aid solely in the lap of the locals and to be
3 paid by them. We do not feel there are sufficient water
4 resources in any of these areas to support the kind of urban
5 development seen on the Wasatch Front or any other mega-
6 polis for that matter. And so little is to be gained
7 from making wilderness areas in protecting our natural areas.
8 We feel wilderness areas will stop future conservation pro-
9 jects sponsored by a district.

10 As a district we wish to thank your staff, Mr.
11 Robison, and your employees in our district, and we hope
12 to work very closely with you in the future concerning the
13 use and stewardship of our natural resources.

14 Thank you very much.

COUNTY COMMISSION
H Dell LeFevre, Chairman
Guy Thompson
Tom Hatch
Hazel Houston, Clerk

GARFIELD COUNTY



PANGUITCH, UTAH 84759

August 11, 1986

B.L.M. Utah State Office
Wilderness Studies
324 South State Street
Salt Lake City, Utah 84111-2303

Gentlemen:

I represent Garfield County, which is the county most dras-
tically affected by the B.L.M. draft environmental impact statement
on wilderness. As I'm sure you are aware, Garfield County is already
composed of some ninety-seven percent (97%) public land, with only
three (3) percent of its area remaining as private property. For
that reason, alone, I am compelled to oppose any further wilderness
designation whatsoever in the State of Utah, and to recommend that
the B.L.M. adopt the "no action/no wilderness" alternative statewide

I feel that the current study area status of our public
lands, with the accompanying restrictions on air quality, grazing,
access, etc., already has locked up vast areas of Garfield County, and
deterred or prevented altogether any significant development or hope
of future economic progress for our depressed economy. There is
absolutely no need for any further wilderness designation, because
existing federal environmental constraints are already more than
stringent enough to protect the concerns set forth in the DEIS.

Of even greater significance, however, is the failure of
the DEIS to deal with the issues of the inter-agency transfers, of
water rights, and air quality. Those issues strike at the very heart
of our existence here in Southern Utah, and must be resolved, once
and for all, before any B.L.M. wilderness is even proposed in this
State.

As one who has traveled virtually every square mile of every
proposed wilderness area in Garfield County, I can assure you that
we don't need the federal government to tell us what is scenic and
where we should be allowed to travel or graze our cattle. My ancestors
raised livestock in those areas long before any national park, recrea-
tion area, or proposed wilderness area was even thought of. These
lands are covered with existing roads and public rights-of-way, and
are subject to valid mining claims and grazing rights.

Tom Simkins, Assessor
Patrick B. Nolan, Attorney
Mamie D. Hatch, Recorder
Merle Stowell, Treasurer
Vic Middleton, Sheriff
John W. Yardley, Justice of the Peace

B.L.M. Utah State Office
August 11, 1986
Page 2

We who actually live and work in this area should, at the very least, be acknowledged as being capable of managing our own resources, without having our public lands permanently locked up by the federal government.

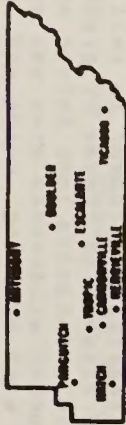
In summary, I endorse and support full, multiple, and unrestricted use of our public lands, and oppose any B.L.M. wilderness designation whatsoever in the State of Utah.

Respectfully submitted,

H. Dell LeFevre, Chairman
Garfield County Commission

COUNTY COMMISSION
H. Dell LeFevre, Chairman
Guy Thompson
Tom Halch
Hazel Houston, Clerk

GARFIELD COUNTY



Tom Simkins, Assessor
Patrick B. Nolan, Attorney
Mamie D. Halch, Recorder
Merle Stowell, Treasurer
Vic Middleton, Sheriff
John W. Yardley, Justice of the Peace

PANGUITCH, UTAH 84759

August 15, 1986

Mr. Roland G. Robinson
State Director
Bureau of Land Management
Consolidated Financial Center
324 South State Street
Salt Lake City, Utah 84111-2303

Dear Mr. Robinson:

As a Commissioner in Garfield County, I would like to take this opportunity to comment on the Utah B.L.M. Statewide Wilderness Draft Environmental Impact Statement as it relates to Garfield County.

LCO-10.2

As nearly as I can determine from public input, in excess of 99% of the full time residents of Garfield County are adamantly opposed to the designation of any wilderness within our County for any reason. The below listed units cannot be supported by me as a Garfield County Commissioner for wilderness designation because the opportunity for primitive and unconfined recreation are less than outstanding due to a lack of diversity of recreational opportunity. These areas are simply geological formations which are common to the region. They are limited by either a lack of curiosity-arousing features or other unique or unusual features which would attract visitors, and their designation as wilderness would seriously limit future development of our County's mineral and geological resources.

UT-040-082	Scorpion
UT-040-061	Steep Creek
UT-050-249	Mt. Hillers
UT-050-241	Fiddler Butte
UT-050-238	Mt. Ellen/Blue Hills
UT-050-242	Bull Mountain

On section UT-040-061 Steep Creek, I recommend that in preference to wilderness designation, it be revegetated and

LCO-10.3

Roland G. Robinson
August 15, 1986
Page 2

LCO-10.3
(cont.)

set aside strictly as critical elk and deer and other wildlife winter range to avoid an inevitable conflict with the farming and ranching industry in the area. Under the present land use and wildlife management policies, wildlife herds are being increased on the Boulder Mountain. In the winter these wild animals now find their best grazing on winter cattle permit areas or in farmer's stack yards. To prevent this problem I recommend revegetating the entire section and other sections in the area, and other newly revegetated areas. This will leave Steep Creek strictly for wildlife which will avoid future conflict.

I do concur with the B.L.M. proposed action which eliminates the below listed units from wilderness designation.

UT-050-248	Mt. Pennell
UT-040-268	The Blues
UT-040-677	Mud Spring Canyon
UT-040-078	Death Ridge
UT-040-076	Carcass Canyon
UT-050-2368	French Spring- Happy Canyon

In the regular Garfield County Planning and Zoning Meeting of May 8, 1986, a motion was unanimously passed to amend the Garfield County Master Plan and remove from it the designation of or management of any wilderness within our County, and to oppose the designation of any such lands within our County, as it creates a conflict within our master plan under B.L.M.'s present wilderness site selection and management policies

LCO-10.4

This recommendation was accepted and passed on by the County Commission as the official wilderness policy for Garfield County. Designation of B.L.M. lands as wilderness will have a damaging effect upon our County's future economy by preventing the recovery of natural resources. That is a direct conflict with the intent of our Garfield County Master Plan. Our Master Plan will be the guiding basis for all future planning, zoning, and growth management within the County. If wilderness designation had been reasonably approached as it was originally explained to us, wherein lands with mineral, oil, and other energy economic potential were dropped from further wilderness study; and if full consideration were given to past and present user rights; and had the right of the local people to use the waters entering and leaving these areas for its highest and best use, in accordance with State law, not become an issue, our Master Plan might still contain the designation of some wilderness today and we would be actively working with you for their protection as such.

Roland G. Robinson
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Page 3

As the study has progressed, the implementation of the criteria has either been changed as the issues became controversial or we were misled from the beginning. We were led to believe that lands with geologic resource value would be dropped from the study. Garfield County citizens will never agree to any more designated wilderness until these issues are clarified and the people's rights to use the lands and develop the resources and water are guaranteed. Once that is done, I and others might once again support the designation of some wilderness such as Phillips Death Hollow if Antone Flat and other ridge tops necessary for CO₂ drilling and extraction access are dropped from the unit. We might also support a smaller acreage than the minimum B.L.M. proposal of 54,000 for North Escalante Canyon/"The Gulch".

To agree to this, the people of Garfield County would have to be guaranteed that the right of developers to drill and test for the oil in the dome which is in the lower reaches of this W.S.A. study area would be protected, and that they would be allowed to develop and export the resource when found, including refining in the area if it should be economically needful. We must also be guaranteed that the tar sands, uranium, and other resources in the area will be allowed to be developed as the market for those materials becomes economically viable, and that corridors shall be left into the areas where these deposits exist for adequate roads, power lines, processing and export. These shall include the Boulder to Bull-Frog Road, and all other existing roads in the area if needed, roads which existed in the past but which are presently not usable, such as the Harris Wash and Silver Falls roads; and if it is found necessary, to reconstruct the road down the Gulch to get a crossing on the lower Escalante River which would not be necessary if the Harris Wash-Silver Falls road were reopened as an access corridor. In making this statement I realize that some of this is beyond your power of agreement, and that the Harris Wash and Silver Falls roads are now in the National Recreation Area, and Congress may have to give their permission for their use. However, you could recommend that option as a compromise for the recovery of those natural resources on your lands, and preserve wilderness integrity of the section of the Gulch, and Escalante River, which to me appears to be more suited as wilderness than the lower section which would be a much better river crossing and has been used as an access corridor in the past.

These resources, without the proper access corridors, will be land locked by the N.P.S., especially if the N.P.S. takes

LCO-10.5

Roland G. Robinson
August 15, 1986
Page 4

over the Burr Trail Road as a National Scenic Highway. Without these access corridors, development of those resources will be impossible, which would be totally unfair to lease holders and to Garfield County, Utah.

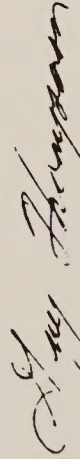
To this point in time I have not seen in your W.S.A. study information any acknowledgment of the anti-cline in the Lower Escalante study area. This area has yet to be drilled and tested and I urge you to reject any proposed wilderness in this area until the drilling is done. For more site specific information on the location of the anti-cline please contact Helmut Doeling with the Utah Geologic and Mineral Survey in Salt Lake City, Utah. Helmut Doeling and other U.G.M.S. staff have done significant study in the area.

I cannot agree with the designation of any of the proposed W.S.A. study units in our County which lie within the Richfield B.L.M. District. However, if it is necessary for the Richfield District to designate some wilderness in Garfield County, I feel that a portion of the Little Rockies W.S.A. UT-050-247 would be easiest to swallow.

In the best interest of Garfield County, I recommend that all of that portion of study unit W.S.A. UT-050-247 above township 34 South be designated as a Gold Panning recreation area under multiple use management.

I appreciate your consideration of the issued I have raised as a Garfield County Commissioner.

Sincerely,



Guy W. Thompson
Commissioner

9 MR. THOMPSON: LADIES AND GENTLEMEN, I'M GUY THOMPSON,
10 COMMISSIONER FROM GARFIELD COUNTY. SHORTLY AFTER TAKING
11 OFFICE FIVE YEARS AGO, THE BLM CAME TO OUR COUNTY AND
12 EXPLAINED TO US THE WILDERNESS PROPOSAL, AND ACCORDING TO
13 OUR EXPLANATION FROM THE RECOLLECTION I HAVE, THERE WERE
14 CERTAIN CRITERIA SET UP BY WHICH LANDS WOULD BE CONSIDERED
15 FOR WILDERNESS AND CERTAIN CRITERIA FOR WHICH LANDS WOULD
16 BE WITHDRAWN FROM THAT LIST OF PROPOSAL UNITS. SOME OF
17 THOSE OF YOU WOULD PROBABLY RECALL WHERE THE TRUE WILDERNESS
18 VALUE, THE UNCONFINED RECREATIONAL POTENTIAL AND THINGS
19 THAT NEEDED PROTECTION, SUCH AS GEOLOGICAL FORMATIONS
20 AND HISTORICAL POINTS OF INTEREST AND MULTIPLE-USE RESOURCES
21 OF BEAUTY.

22 THINGS TO BE CONSIDERED FOR WITHDRAWING THESE
23 LANDS FROM WILDERNESS, THE LIST OF THE WILDERNESS PROJECTS
24 AFTER THEY WERE LISTED WERE TO BE ENERGY AND NATURAL
25 RESOURCES, IMPACT ON OTHER RESOURCES IN THE AREA, SUCH AS

1 ENERGY DEVELOPMENT, INPUT, IMPACT ON NONDESIGNATED LANDS
2 OF WILDERNESS, WILDERNESS LANDS AND PUBLIC COMMENT. INPUT,
3 IMPACT ON THE LOCAL ECONOMY AND CONSIDERATION WITH
4 PLANNING THAT HAD ALREADY TAKEN PLACE OR WAS BEING DONE
5 BY THE FEDERAL GOVERNMENT, THE STATE AND THE COUNTIES AND
6 CITIES.

7 IN A SPIRIT OF COOPERATION WITH OUR PLAN, WE
8 AT GARFIELD COUNTY AS COMMISSIONERS SET FORTH TO STUDY
9 EVERY PROPOSED SECTION OF THE WILDERNESS WITHIN OUR COUNTY.
10 WE WENT THROUGH THEM SECTION BY SECTION. MUCH TIME WAS
11 SPENT BY ONE OR THE OTHER OF OUR COMMISSIONERS OR THOSE
12 THAT WE HAVE ON OUR PAYROLL TO GO THROUGH THOSE SECTIONS
13 AND LOOK AT THE DIFFERENT LANDS AND TRY AND LOOK AT THEIR
14 VALUE AND IN THE RESOURCES THERE AND EVALUATE THEM
15 ACCORDING TO THIS PLAN. WE DID COME FORWARD WITH SOME
16 PROPOSED WILDERNESS AREAS. WE PROPOSED THE BOX DECK HOLLOW,
17 PHELPS DEER HOLLOS, ESCALANTE AND ANOTHER ONE THAT
18 SLIPPED MY MIND, BUT IT'S JUST SLIGHTLY ABOVE THE ESCALANTE.

19 FROM THAT POINT, WE STARTED MOVING ON FORWARD
20 WITH THE THING, THE PERIOD OF TIME, AND AS A COMMISSIONER,
21 I CALLED TOGETHER A PLANNING AND ZONING COMMITTEE WHICH
22 HAD NEVER EXISTED BEFORE IN GARFIELD COUNTY. IT WAS MADE
23 OF CITIZENS. THE LAW REQUIRES THAT ONE COMMISSIONER
24 SIT ON THAT BOARD. I AM THE COMMISSIONER THAT SAT ON THAT
25 BOARD. AS THE PLANNING COMMISSION WENT THROUGH THE

LCO-10..

LCO-10.7
(cont.)

1 PROCESS, THEY AGREED THAT WE SHOULD DESIGNATE SOME
2 WILDERNESS AND THEY AGREED WITH THOSE LANDS WHICH WE HAD
3 DESIGNATED AS COMMISSIONERS.

4 AS TIME PASSED, THINGS BECAME MORE HEATED. AS
5 YOU RECALL, A COUPLE YEARS AGO WE HAD PUBLIC HEARINGS
6 AND AT THAT TIME WE WENT TO A MEETING IN CEDAR CITY AND
7 GAVE OUR BLESSING AS THE THIRD ONES TO COMMENT ON THE
8 PROGRAM FOR BOX DECK HOLLOW TO BE MADE A WILDERNESS AREA.
9 IT WAS NOT UNTIL THE END OF THAT MEETING THAT WE WERE MADE
10 AWARE THAT WE HAD GIVEN AWAY THE CO₂ RESOURCES WITHIN OUR
11 COUNTY. ONE OF THE LARGEST KNOWN IN OUR STATE, AT LEAST.

12 AT THAT POINT WE ASKED THAT THOSE LANDS BE
13 WITHDRAWN, AT LEAST SUFFICIENTLY SO CO₂ COULD BE DEVELOPED.
14 AFTER MUCH DEBATE, SOME OF IT WAS WITHDRAWN. WHETHER
15 IT WAS ENOUGH TO MAKE IT ECONOMICALLY FEASIBLE FOR THE
16 COMPANY TO DEVELOP IT, AT THIS TIME WE DO NOT KNOW.

17 SINCE THAT TIME, THE ISSUE OF WATER RIGHTS HAS
18 COME UP. SINCE THAT TIME, WE HAVE BECOME AWARE OF
19 OTHER RESOURCES WITHIN THOSE AREAS. FOLLOWING OUR
20 PLANNING AND ZONING MEETING, THE REGULARLY SCHEDULED
21 MEETING LAST THURSDAY NIGHT, IT WAS THE DECISION OF GARFIELD
22 COUNTY PLANNING AND ZONING COMMISSION WITH THE CONCERNS
23 OF THE GARFIELD COMMISSION, TO WITHDRAW AND AMEND OUR
24 MASTER PLAN AND REMOVE ALL DESIGNATION OF WILDERNESS FROM
25 OUR PLAN. WE DEBATED ON THAT FOR TWO PLUS HOURS. WE DO NOT

COMMENT LETTER LCO-10

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LCO-10.8
(cont.)

1 WANT TO BE KNOWN AS IRRESPONSIBLE. WE ARE NOT IRRESPONSIBLE.
2 THERE IS SOME LAND OUT THERE WHICH GOD MADE WILDERNESS.
3 IT WILL BE WILDERNESS WHETHER OR NOT DECLARED WILDERNESS
4 OR LEFT AS MULTIPLE-USE LAND.

5 OUR CONCERN IS TO PROTECT THE RIGHTS OF OUR
6 CHILDREN AND YOUR CHILDREN. WE KNOW, AND WE HAVE BEEN
7 MADE AWARE WITHIN THE LAST MONTH OF ANOTHER POTENTIAL
8 OIL DOME IN THE LOWER ESCALANTE. IT IS SIMILAR TO THE
9 ONE IN THE UPPER VALLEY. OUR COUNTY HAS DEPENDED VERY
10 HEAVILY UPON THE TAX REVENUES FROM THE UPPER VALLEY OIL
11 FIELDS. WE COULD GO THROUGH THE REST OF THE PROPOSED
12 WILDERNESS AREAS SECTION BY SECTION AND SHOW SIGNIFICANT
13 VALUE WITHIN EACH ONE OF THEM.

14 THEREFORE, WE MADE THE PROPOSAL FOR NO WILDERNESS.
15 WE DO NOT, AGAIN, WANT TO BE UNRESPONSIVE AND UNRESPON-
16 SIBLE. BUT WE FEEL THAT THE CRITERIA HAS NOT BEEN FOLLOWED
17 IN TRULY STUDYING OUT THE RESOURCES OF THESE AREAS.

18 WE WOULD RECOMMEND STRONGLY TO THE GOVERNOR OF OUR STATE,
19 THAT BEFORE HE PUTS FORTH HIS PLAN, THAT HE INVOLVE THE U.S.G
20 UTAH GEOLOGICAL MINERAL SERVICE IN THAT STUDY, BECAUSE THEY
21 HAVE PLANS. I WOULD SUGGEST TO THE BLM THAT YOU GET IN
22 TOUCH WITH THE GEOLOGIST WHO HAS STUDIED THAT AREA FOR 15
23 PLUS YEARS. HE HAS MADE SIGNIFICANT MAPS OF THE AREA
24 AND WRITTEN SEVERAL BOOKS ON THE AREA. HE HAS PUBLISHED
25 THESE BOOKS. HE TRAVELED INTO THE LAND AND STUDIED IT

LCO-10.8

1 BEFORE MANY OF THE ROADS WERE CLOSED OFF WHEN WE STARTED
2 PROPOSED WILDERNESS STUDIES.
3 MR. GARDNER: COULD I CALL TIME ON YOUR, SIR? WE
4 ARE VERY SHORT OF TIME.
5 MR. THOMPSON: IN SHORT, THANK YOU. WE WOULD LIKE
6 TO COOPERATE, BUT WE WOULD LIKE COOPERATION.
7 ...

11 Our first speaker is Dell Lefevre, County
12 Commissioner from Garfield County.
13 MR. LEFEVRE: I am Dell Lefevre, chairman of the
14 Garfield County Commission. Garfield County opposes
15 legislation of any wilderness units -- any wilderness
16 until the issue of water rights, oil, gas, and mineral
17 reserves and other issues have been settled.
18 I strongly feel that proponents of wilderness
19 are nothing more than anti-American rebels and are being
20 funded with American tax dollars to curtail any
21 development and lock up our sources of millions of acres
22 on federal lands throughout the west, especially in
23 southern Utah. These groups have protested the building
24 of dams, development of coal, oil, and gas resources.
25 They're unwilling to compromise on any single issue.

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1 Eventually our country will have to rely on these
2 resources for survival. This same group is now
3 undermining our government without our government even
4 knowing it.
5 By taking out hundreds of thousands of acres
6 as proposed in a preferred BLM alternative, Garfield
7 County stands to lose millions of dollars in future
8 revenue that will never be allowed to be developed. No
9 one really knows how much is out there, or where these
10 resources will be needed.
11 We propose that if there are wilderness areas
12 designated, that the federal government compensate the
13 counties affected by paying for the right to lock up these
14 resources with a yearly fee of one hundred or more per
15 acre. We realize our government cannot afford this any
16 more than we can afford to have our counties designated as
17 wilderness.

LCO-10.9

18 We also feel that the designation of
19 wilderness areas is the first step to eliminating grazing
20 of livestock on these areas. The livestock industry was
21 the first to utilize these lands, and we feel they should
22 be the last, as they're a vast part of the economics in
23 southern Utah.

LCO-10.10

24 We as commissioners have tried to set down
25 and work out solutions with the federal officials of BLM,

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1 but it seemed that our concerns and idea were completely
2 ignored by those higher up in the Bureau of Land
3 Management.

4 We therefore feel we have no alternative but
5 to oppose any and all designation of wilderness. Thank
6 you.

7 MR. RAMPTON: Thank you, Mr. LeFevre.

8 Can everyone hear the speaker? Now, I'm
9 behind the -- and I can't tell whether or not that mike is
10 getting to everybody. But if you can't hear, would you so
11 indicate to me, and we'll make it so that we either turn
12 up the sound or make sure the speaker is speaking into the
13 mike. But let me know if there is any difficulty in
14 hearing either myself or anyone else.

15 We have one other county commissioner from
16 Garfield County, and that is Mr. Thomas Hatch.

17 Would you come forward, please.

18 MR. HATCH: I'm Tom Hatch, Garfield County
19 Commissioner and life-long resident of Garfield County.

20 As Dell stated, we as local leaders and
21 elected officials have taken the position that we oppose
22 the designation of any wilderness in Garfield County. We
23 support the "no wilderness" alternative and continued
24 management of these federal lands under the multiple use
25 concept.

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1 The creation of wilderness as proposed by the
2 BLM would virtually lock up all potential development of
3 resources in Garfield County. We believe all of the
4 critical information has not been considered in the
5 preparation of the DEISs.

6 For instance, there's many ways that cross
7 these areas that the people around here know as plain old
8 dirt roads. These have been overlooked in order for the
9 Bureau to make the wilderness criteria fit the land rather
10 than the land meet the wilderness criteria.

11 There are hundreds of miles of existing roads
12 across many of the proposed wilderness areas which were
13 completely ignored because if they were shown in your
14 studies, it would detract from the necessary wilderness
15 values. These ways are in reality the means of access
16 that both the local citizens and visitors into our area
17 have been using for many years to traverse these lands.

18 If these lands are designated as wilderness,
19 we feel that this is the first step to eliminate the
20 grazing of domestic livestock on these lands. Even though
21 it is set forth in statements that it would have little or
22 no effect on livestock grazing, it is pointed out that
23 range improvements and water developments would not be
24 allowed on these areas. And I feel that without these
25 necessary improvements, that the ranges are going to

LCO-10.11

LCO-10.12

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1 deteriorate; it will be blamed on the livestock, and
2 they'll be the first to go.

3 I feel it is critical that some areas within
4 the proposed wilderness areas -- particularly the Deep
5 Creek area -- be developed as wintering areas for the
6 large elk herds that have been introduced to the Boulder
7 Mountain area and are currently wintering on agricultural
8 land around the town of Boulder. Ample feed for this herd
9 could be provided by reseeding and developing the range in
10 this Deep Creek area, thereby avoiding conflicts with
11 agricultural interests.

12 The recent decision from our neighboring
13 state of Colorado concerning water rights in wilderness
14 areas, which indicates that there is or may be a water
15 right created with the designation of wilderness areas, is
16 reason enough all by itself for those of us who live in
17 this area to oppose the designation of any wilderness.

18 You all know that water is the lifeblood of
19 the west and especially in this part of Garfield County.
20 In these areas that are being considered, it is a very
21 scarce commodity.

22 The Draft Environmental Impact Statements
23 refer to the possible loss of many thousands of barrels of
24 oil, natural gas, in addition to the vast deposits of
25 uranium, coal, and tar sands that are found in our

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1 county. Possible loss, hell. With the designation of
2 wilderness, they are lost. We realize that the potential
3 for development of these natural resources is low.

4 However, no one really knows when these resources will be
5 needed or even how much is really out there. Once they
6 are locked up in wilderness areas, there will never be any
7 development even considered.

8 The proponents of wilderness are in a state
9 of joyous at the present time as the Bureau has mandated
10 that until the issue of wilderness is resolved, these
11 lands shall be managed as wilderness areas, and this is
12 the way they are being currently administered right here
13 today.

14 We must change the attitude of those charged
15 with administering these areas. This is like saying
16 you're guilty until proven innocent, which goes against
17 the basic beliefs of America.

18 I strongly believe that these lands should be
19 managed under the multiple use concept that they've been
20 under ever since the creation of the BLM until they are
21 designated otherwise.

22 As Dell has stated, we as county
23 commissioners in the past have sat down with local BLM
24 officials in our area and thought we had worked out
25 compromise as to wilderness in Garfield County. It seems

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LCO-10.14

COMMENT LETTER LCO-10

23

LCO-10.14
(cont.)

1 that the thoughts and ideas which were discussed at those
2 meetings were completely ignored by the BLM wilderness
3 team, and the present preferred alternative does not in
4 any form resemble the conclusions that were agreed upon in
5 those meetings.

6 We feel that the local input was not
7 considered; that we must oppose the designation of
8 wilderness in Garfield County as we cannot afford to have
9 these lands locked up for a limited but powerful few who
10 wish to have them as their playgrounds and private
11 retreats. Thank you.

12 MR. RAMPTON: Thank you, Commissioner Hatch.

COMMENT LETTER LCO-11

6 We will now call on John Keogh, representing the Grand
7 County Planning Commission.

8 MR. KEOGH: I am John Keogh, from the Grand County
9 Planning Commission, which at its last meeting, unanimously
10 recommended to the county commissioners that they oppose any
11 wilderness designation in Grand County, for the reason that
12 restriction of mining, or oil and gas development, grazing, or
13 organizing recreational uses, will adversely affect the
14 county's economy. We make that same recommendation here.

15 In the prohibition of restriction of expressly
16 permitted uses in our zoning ordinance for various areas, would
17 be a violation of a legally adopted county ordinance. Thank
18 you.

19 HEARING OFFICER: Any questions?

20 Thank you, Mr. Keogh.

4 THE NEXT IS COMMISSIONER RICHARD M. BROUGH OF
5 JUAB COUNTY, REPRESENTING THE JUAB COUNTY COMMISSION.
6 MR. BROUGH: MR. CHAIRMAN, I REPRESENT THE JUAB COUNTY
7 COMMISSION. I'M RICHARD BROUGH, JUAB COUNTY COMMISSIONER.
8 AND I'M HERE TO REPRESENT THE PEOPLE IN THE WESTERN PART OF
9 JUAB COUNTY.

10 I'D LIKE TO ADDRESS MY REMARKS THIS EVENING TO
11 THE DEEP CREEK AREA, ESPECIALLY I REALIZE AT THE BEGINNING
12 YOU INDICATED THAT WE COULD GENERALIZE OUR REMARKS IN
13 CONNECTION WITH THE ENTIRE B.L.M. PROPOSAL. BUT THIS AFFECTS
14 OUR IMMEDIATE AREA. AND I WOULD LIKE TO ADDRESS THAT.
15 I THINK THAT REPRESENTATIVE ALLEN COVERED SOME
16 THINGS THAT I WAS GOING TO SAY AND KIND OF TOOK MY FIRE.
17 BUT I DO HAVE SOME ADDITIONAL ITEMS THAT I WOULD LIKE TO
18 COVER.

19 FIRST OF ALL, I HAVE A PETITION HERE FROM 101
20 CITIZENS WHO LIVE IN THE IMMEDIATE AREA OF THE DEEP CREEK
21 MOUNTAINS. I'D LIKE TO PRESENT IT HERE THIS EVENING. I
22 DON'T KNOW WHETHER IT IS APPROPRIATE TO PRESENT IT HERE OR
23 AT THE DELTA HEARING, WHICH IS DOWN THE LINE. BUT I'LL
24 PRESENT IT HERE TONIGHT, AND THEN MAYBE WE'LL REPHRASE IT
25 AGAIN IN DELTA.

1 JUDGE SWEITZER: YOU CAN SURE DO THAT. DO YOU WANT
2 TO PRESENT IT NOW?
3 MR. BROUGH: I'LL PRESENT IT AT THE END OF MY REMARKS.
4 WE WANT TO ENTER THEM IN BOTH PLACES.
5 WE FEEL LIKE THAT, IN JUAB COUNTY ESPECIALLY, THE
6 FEDERAL GOVERNMENT HAS CONTROL OF A VAST PART OF OUR
7 COUNTY. AND I SERVED IN THE UTAH LEGISLATURE BACK IN THE
8 1960'S. AND I HAVE SERVED ON THE JUAB COUNTY COMMISSION
9 FOR THE PAST 2 YEARS. AND I, FOR ONE, AM SICK AND TIRED OF
10 FEDERAL GOVERNMENT DICTATES. AND I DO NOT WANT TO SEE THIS
11 EXTENDED.
12 AND I FEEL -- AND I HAVE FULL SUPPORT OF THE OTHER
13 TWO COMMISSIONERS. THEY ASKED ME TO SPEAK ON THEIR BEHALF.
14 AND SO WHAT I SAY REPRESENTS THE ENTIRE MEMBERSHIP OF THE
15 JUAB COUNTY COMMISSION.
16 I COULD PRE-DATE THE REMARKS OF REPRESENTATIVE
17 ALLEN BY QUOTING THE NORTHWEST LAND ORDINANCE OF 1787. AND
18 OF COURSE, THE CONSTITUTION WAS WRITTEN IN 1787. AND IT
19 WAS PUT INTO EFFECT IN 1789. BUT THIS PRE-DATES THE
20 CONSTITUTION. "EVERY PART OF THE PUBLIC DOMAIN WOULD, IN
21 TIME, BECOME A FULL FLEDGED STATE OF THE UNION" QUOTE "ON
22 AN EQUAL FOOTING WITH THE ORIGINAL STATES IN ALL RESPECTS
23 WHATSOEVER."
24 NOW, THAT IS A DIRECT QUOTE FROM THE NORTHWEST
25 LAND ORDINANCE OF 1787. AGAIN, ON ALL -- "ON AN EQUAL

1 FOOTING WITH THE ORIGINAL STATES IN ALL RESPECTS WHATSOEVER."
 2 I GUESS SOME PEOPLE WOULD THINK THAT WE'RE
 3 REHASHING THE SAGEBRUSH REBELLION. AND I WOULD LIKE TO SAY
 4 THAT WE ARE. WE FEEL LIKE THE FEDERAL GOVERNMENT HAS
 5 ENCROACHED UPON THESE WESTERN STATES TO THE DEGREE THAT
 6 WE ARE NOT ON AN EQUAL FOOTING WITH THE ORIGINAL 13 STATES.
 7 AND WE FEEL LIKE THAT THIS IS AN ENCROACHMENT UPON OUR
 8 RIGHTS AS CITIZENS OF THE UNITED STATES.

9 NOW, IF, INDEED, WE HAVE WILDERNESS AREAS IN OUR
 10 STATE, AND, IF, INDEED, WE HAVE WILDERNESS AREAS IN OUR
 11 NATION, THEN STATES AND LOCAL GOVERNMENTAL UNITS CLOSEST TO
 12 THE PEOPLE KNOW FAR BETTER HOW TO DEAL WITH THESE WILDERNESS
 13 AREAS IF, INDEED, THEY'RE TO BE DEALT WITH, THAN THE
 14 BUREAUCRATS IN WASHINGTON 3,000 MILES AWAY.

15 AND, AS I INDICATED A MINUTE AGO, WE ARE NOT ON
 16 AN EQUAL FOOTING WITH THE ORIGINAL 13 STATES.

17 AND SO COMING FROM A COUNTY WHERE THE LARGEST
 18 MAJORITY OF THE LAND IS OWNED AND OPERATED BY THE FEDERAL
 19 GOVERNMENT, I FEEL LIKE THAT WE HAVE -- WE CANNOT ALLOW
 20 THE FEDERAL GOVERNMENT TO ENCROACH UPON OUR RIGHTS BEYOND
 21 WHAT THEY ALREADY HAVE.

22 INSTEAD OF MOVING DOWN THE ROAD TO ACQUIRE MORE
 23 AND MORE POWER OVER OUR LAND, OVER OUR AREA, I THINK THAT
 24 WE SHOULD BE REVERSING THAT TREND AND THE FEDERAL GOVERNMENT
 25 SHOULD BE WITHDRAWING THESE LANDS AND PUTTING THEM INTO THE

1 STATE AND THE HANDS OF LOCAL PEOPLE.

2 I RECALL, TOO, THAT WE HAD A DISPUTE BACK IN THE
 3 1940'S THAT HAD TO DO WITH OFF-SHORE OIL DRILLING. AND
 4 THERE WERE THOSE IN THE FEDERAL ADMINISTRATION, INCLUDING
 5 THE PRESIDENT OF THE UNITED STATES BACK IN THE 1940'S,
 6 THAT BELIEVED THAT THE OFF-SHORE OIL LAND SHOULD BELONG TO THE
 7 FEDERAL GOVERNMENT AND THAT THE REVENUE DERIVED THEREFROM
 8 SHOULD GO DIRECTLY TO THE FEDERAL GOVERNMENT.

9 PRESIDENT TRUMAN VETOED TWO BILLS THAT WOULD HAVE
 10 TURNED THOSE OFF-SHORE OIL LANDS WITHIN THE THREE MILE LIMIT
 11 TO THE STATES INVOLVED. HE VETOED THOSE TWO BILLS. THEN
 12 THE CAMPAIGN ISSUE IN 1952, ONE OF THE CAMPAIGN ISSUES,
 13 HAD TO DO WITH THE OFF-SHORE OIL LAND. GENERAL EISENHOWER SAID
 14 "IF I'M ELECTED PRESIDENT OF THE UNITED STATES, I WILL PROCEED
 15 TO DO ALL I CAN TO TURN THOSE OFF-SHORE OIL PROPERTIES TO
 16 THE INDIVIDUAL STATES INVOLVED." HE WON THE ELECTION,
 17 BECAME PRESIDENT EISENHOWER, AND HE SIGNED THE BILL IN 1953
 18 TO DO THAT. THE SUPREME COURT UPHOLD THAT IN 1960 AND,
 19 OF COURSE, INDICATED THAT WOULD INVOLVE THE THREE MILE
 20 LIMIT.

21 NOW, THOSE STATES, CALIFORNIA AND THE OTHER STATES
 22 INVOLVED, DERIVED REVENUE AND USED THAT REVENUE TO PROVIDE
 23 FOR THEIR EDUCATIONAL SYSTEM, THEIR WELFARE SYSTEMS AND ALL
 24 OF THE OTHER THINGS THAT THEY ARE INVOLVED IN ON A STATE
 25 LEVEL.

1 THE STATE OF UTAH, THE COUNTY OF JUAB, THE
 2 COUNTY OF TOOELE, AND ALL THESE OTHER 29 COUNTIES, 27
 3 COUNTIES PLUS THE TWO I MENTIONED, IF THEY WERE TO HAVE
 4 REVENUE COMING IN OFF THESE PROPERTIES, THEY COULD PROVIDE
 5 AN OUTSTANDING EDUCATIONAL SYSTEM AND ALL THESE OTHER THINGS,
 6 TOO. BUT WE ARE DEPRIVED THIS REVENUE. ALL WE HAVE ARE
 7 PAYMENT-IN-LIEU TAXES AND SO FORTH. BUT THAT IS NOT NEAR
 8 WHAT WE COULD DERIVE OURSELVES FROM THE INCOME OF MINERAL
 9 RESERVES AND ALL OF THESE OTHER THINGS.

10 SO WE'RE ABSOLUTELY OPPOSED TO ANY FURTHER

11 ENCROACHMENT ON THE PART OF THE FEDERAL GOVERNMENT IN OUR
 12 COUNTY AND OUR AREA, ESPECIALLY IN THE DEEP CREEK AREA.

13 I WANT TO REPRESENT THE PEOPLE IN THAT AREA AND
 14 TELL YOU THAT THEY'RE ALMOST TO THE MAN OPPOSED TO THAT.

15 IN THE TIME I HAVE LEFT, I WOULD LIKE TO READ
 16 THEIR STATEMENT, BECAUSE THEY ARE SPEAKING HERE. THERE'S
 17 101 PEOPLE INVOLVED HERE. AND IT SAYS, "WE THE UNDERSIGNED
 18 PROTEST AND ARE OPPOSED TO THE PROPOSED DESIGNATION OF THE
 19 DEEP CREEK MOUNTAIN RANGE AS A WILDERNESS AREA. AS RESIDENTS
 20 AROUND THIS BEAUTIFUL MOUNTAIN RANGE, WE OURSELVES HELP
 21 PROTECT AND PRESERVE ITS PRISTINE BEAUTY AND ORIGINAL STATE
 22 SO AS TO ENJOY PICKNICING, FISHING, RIDING HORSEBACK OR BY
 23 TRUCK AND HUNTING WITHIN THESE MOUNTAINS. WE GRAZE OUR
 24 CATTLE, HAVE MINING INTERESTS, HAVE SOME PROPERTY OWNERSHIP
 25 AND ENJOY THE OPENNESS AND FREEDOM OF THESE MOUNTAINS AND

1 HAVE THE DESIRE TO KEEP IT SO WITHOUT THEIR BEING MADE A
 2 WILDERNESS AREA. WE FEEL IT IS MORE VALUABLE TO EVERYONE AS
 3 WELL AS PRACTICAL TO LEAVE THE DEEP CREEK MOUNTAIN RANGE AS
 4 A MULTIPLE USE AREA."
 5 AND THE JUAB COUNTY COMMISSION AGREES 100 PERCENT.
 6 HOW MUCH TIME DO WE HAVE?
 7 JUDGE SWEITZER: YOU HAVE ONE MORE MINUTE.
 8 MR. BROUGH: OKAY. ONE MORE MINUTE WOULD HELP ME SUM
 9 UP HERE WHAT ONE OF THE RESIDENTS OF TOOELE COUNTY HAS SAID
 10 HERE -- WELL, TWO OF THE RESIDENTS, HAROLD KELLEY AND NORMA
 11 KELLEY. "TO MAKE A WILDERNESS AREA WOULD DISCRIMINATE AGAINST
 12 OLDER PEOPLE, YOUNG CHILDREN AND HANDICAPPED PEOPLE." I'M
 13 QUOTING FROM A LETTER TO THE JUAB COUNTY COMMISSION. "IT
 14 WOULD BE FOR THE USE OF THE SPECIAL INTEREST GROUPS. AS IT
 15 IS, EVERYONE CAN USE AND ENJOY THE MOUNTAIN AND THE AREA
 16 AROUND IT AND IF THEY SO DESIRE TO DO SO. THE PEOPLE WHO
 17 HAVE LIVED MOST OF THEIR LIVES AROUND THE AREA FAVOR
 18 CONTINUING MULTIPLE USE POLICIES THAT HAVE WORKED REASONABLY
 19 WELL FOR THE VAST MAJORITY OF THE CITIZENS OF THE AREA."

20 THANK YOU.

1 testified once before at Tooele, and at that time I submitted
2 for consideration some petitions from the western part of
3 Juab County. So they've already been entered into the
4 record. On those petitions there were 101 signatures
5 representing the people of west Juab County.

6 First of all this evening, I would like to cover several
7 things that we haven't covered before. Juab County has been
8 economically depressed for quite some time, and we have right
9 now upwards of 20 percent still of people unemployed.

10 In our discussions as a County Commission, we have taken
11 many things into consideration, and the one thing that we
12 have taken into consideration is the fact that Juab County
13 is federally impacted with--let's not put it federally
14 impacted--that the overwhelming majority of the county is
15 owned by the federal government and either controlled by
16 the Bureau of Land Management or the Forest Service or some
17 other governmental agencies. We feel like that this factor
18 in and of itself is real significant in our position on this
19 wilderness proposal.

20 In the last several days I received some information
21 from the Utah Mining Association and also from another
22 individual--I'm not at liberty to divulge that person's name--
23 indicating that there is great potential in the Deep Creek
24 Mountain area for mineral development, especially one
25 particular mineral; and we feel like that if there is any

LCO-12.1

23 First of all, we'll hear from Commissioner Brough.

24 MR. BROUGH: Mr. Chairman, in behalf of the Juab County
25 Commission, I'm happy to be here this evening. I have

LCO-12.1
(cont.)

1 possibility at all that this would bring some sort of a
2 development into Juab County wherein we can employ our
3 people, this would be uppermost in our consideration and
4 our opposition to the wilderness proposal.

LCO-12.2

5 Another objection we have to the wilderness proposal
6 in Juab County which involves the Deep Creek Mountains and
7 also Fish Springs is the water rights issue. In the recent
8 Supreme Court decision--or, Federal Circuit Court of Appeals
9 decision in Denver, in the case of Sierra Club vs. Block,
10 there were many cases that developed as a result of that
11 decision in our minds. The one thing that stands out there
12 is the fact that water rights can be claimed by the federal
13 government in these areas that will come under the wilderness
14 designation, and this could go back, way back to the original
15 beginning of the area.

16 So we feel like that this would place in jeopardy
17 another problem for the people who live in the area. Those
18 people who live in the Deep Creek Mountain area primarily
19 depend upon agriculture for their economic livelihood. If
20 we have any more people in Juab County who are economically
21 depressed, we may as well just withdraw from the Union. It's
22 as simple as that. All of these people are ranchers, and
23 a wilderness designation would practically destroy their
24 ranching operations.

25 Another thing that we took into consideration and that

17

1 we are seriously concerned with is the situation regarding
2 the wilderness area, and then the buffer zone around the
3 wilderness area.

4 The regulations and requirements, the air quality, all
5 of these things can be extended out into a buffer zone which
6 is adjacent to the wilderness area. This could be far more
7 extensive than what is the acreage that's indicated on the
8 wilderness designation. In other words, it could extend
9 out beyond the wilderness designation to many acres of land
10 surrounding the area.

11 We're also concerned with the aspect of cost benefits.
12 We believe that if the area would continue under the status
13 quo as it is now, that there are many cost benefits that
14 could be derived which will not be derived if it is
15 designated as a wilderness area.

16 We're concerned also about the state trust lands that
17 are adjacent to this wilderness area, the requirements and
18 restrictions that will go with the buffer zone extending
19 out into state trust lands.

20 But we're reminded, too, of the fact that in the
21 Northwest Land Ordinance of 1787, it states there in no
22 uncertain terms, it says that new states will enter the Union
23 over and above the original 13 on an equal footing with the
24 original states in all respects whatsoever.

25 In discussing with the other two commissioners this

18

COMMENT LETTER LCO-12

1 particular item, we have drawn the conclusion that the
2 Western States did not enter the Union on an equal footing
3 with the original 13. Now, this gets us back to the
4 Sagebrush Rebellion; and if we're preaching Sagebrush
5 Rebellion, then I guess we will have to preach it. That's
6 what we're here for.
7 We're also reminded of the situation which occurred
8 in 1946 and 1952, where President Harry Truman vetoed a bill
9 which would give the offshore oil lands to the individual
10 states. He vetoed the bill on two occasions. Then President
11 Eisenhower signed a similar bill in 1953.

12 The Supreme Court upheld that in 1960; and for three
13 miles off the shoreline of our coastal states, the individual
14 states involved derived revenue from oil drilling that takes
15 place there and that does not belong to the federal
16 government.

17 So that's a similar situation with the wilderness
18 designation. All of the mineral rights would be dead, done
19 for. We could not derive any economic benefits therefrom,
20 either for the individual mining companies involved or the
21 people involved, and our own economies in some counties would
22 suffer.

23 We also are concerned about grazing rights and the fact
24 that this would take from our area a number of grazing
25 permits and so forth.

LCO-12.6

LCO-12.7

COMMENT LETTER LCO-12

1 Now, in summation, we are totally opposed and unitedly
2 opposed to the wilderness designation in Juab County. We
3 feel like the federal government has enough control and
4 enough say in our county without extending that power beyond
5 what it already is. In fact, we would like to be diluted
6 from the present status quo, if at all possible. Thank you.
7 (Applause.)

1 that is I was the mayor of Nephi City. I chose not to
2 run this last term, so I could run for County
3 Commissioner. I feel I can best represent, as a County
4 Commissioner and so that's one reason I put down Juab
5 County.

6 I would like to compliment the BLM on the fine job
7 that they have done in the past few years on BLM
8 grounds. I think it is supreme to live in the real
9 world to know what you're really doing. To put
10 unproductive ground back into productivity, to take
11 water from many, many miles out of the mountains out
12 into the deserts and give the life blood to the deserts
13 that they need. I think this is very, very important
14 and people who have really been out and seen it and know
15 what the BLM stands for and what they've been doing, can
16 then realize that it is very important. And I
17 compliment you no this.

18 By trade I am a consulting geologist. I have
19 studied a few places, a few of the study areas in this
20 report no one of them being the Rockwell area, one being
21 the Howell Peak, one being Notch Peak and one being
22 Swasey Peak. I have found that the geology that was
23 done in these areas, I would say was very vague and
24 inconclusive. Hate to say that, but I feel that it
25 was. I also feel that if this in this area, if it was

LCO-13.1

24 MR. STEEL: My name is Robert Steel. I did say I
25 was here to represent Juab County, and the reason I said

COMMENT LETTER LCO-13

LCO-13.1
(cont.)

1 that bad that probably throughout the whole state area
2 it was bad. I feel like the economic importance of
3 these areas is much more important than the emphasis
4 that was put on it by the BLM. For instance, in the
5 Notch Peak, Swasey and Howell Peak area, there is very
6 large depots of high grade limestone, highest grade
7 limestone in the State of Utah. They are a considerable
8 ways from the metropolitan area, but this limestone is
9 used to clean our air it is one of the very important
10 things we use to clean our air, power plants, and we are
11 unquestionably a state that has a lot of energy, and we
12 need limestone to clean that up. It also makes -- they
13 make concrete out of it. They also make very many
14 things out of the limestone. This is one thing that is
15 very bad. Also the type of gold, silver disseminated
16 deposits they have been found in Nevada. This has a
17 very, very high rate for those types of deposits, and
18 that was not mentioned in the WSA report.

LCO-13.3

19 So, I assume that the others have not -- well,
20 really quite as well of these geology studies done as
21 they really need done. Congressman Nielson said that
22 there was going to be a very polished educated group of
23 people here this night and he's right. They are all
24 educated and polished. They have done a fine job of
25 reporting the beauty of the State of Utah to you and it

COMMENT LETTER LCO-13

1 is beautiful. I have been all over the State of Utah
2 many times. I make my living from the State of Utah.
3 Well, I have gone out of the state, too, but most of my
4 living has been made in the State of Utah. I have spent
5 years and years in the mountains. I personally am an
6 ecologist. I believe in it, but I am not a
7 preservationist. Mr. Pucket said that God gave us this
8 land to use, and that is a fact. He gave us this land to
9 use. The BLM State of Utah have mined reclamation lands
10 and then have to put the land back into the original
11 natural productivity that it was in when the people were
12 through with it. We have laws that protect it. We have
13 had some 40 years, that I know of, of many of these
14 places with hardly any, if any, excuse me, they haven't
15 had hardly any work at all done in these areas. They
16 are -- nobody be is really going to touch them. These
17 beautiful canyons that everybody is talking about, for
18 many, many years I've been up some of the canyons. The
19 canyons are going to be there many, many years after I'm
20 gone and after these people are gone and after everybody
21 else is gone no matter what BLM administrates them or
22 whether the State of Utah administrates them or whether
23 the forest service administrates them. They're still
24 going to be there.

Utah has many, many, many land right now, many

1 acres, that is already withdrawn from mineral location
2 and to other things. Among them are the National Parks,
3 the State Parks. We have military withdrawals, we have
4 many lands that is now set aside for peoples use for
5 wilderness. The people who I represent and have
6 represented over the years, believe that they should
7 have multiple use. This is my constituents believe
8 this. And in studying the environmental impact
9 statements, I find that nearly all of the counties in
10 the State of Utah recommend multiple use. There are some
11 very polished people here this evening. I am not one of
12 them, I'm sorry to say, and people that I represent are
13 not necessarily them polished people neither. But I
14 want you to know that they are from the honest world,
15 the world from the people who really make the money to
16 keep these, this whole United States a rolling. And if
17 we tie these kinds of things up with wilderness areas
18 and like I say I'm an ecologist or an environmentalist,
19 I'm not a preservationist. And I believe if we go ahead
20 the way we are, BLM running and regulating with the
21 state and there mine reclamation laws, I think that we
22 will be well within our jurisdiction. I think that
23 well, we don't need any more wilderness areas. I think
24 that what we have now is sufficient, and I believe that
25 the BLM Can handle the job that is cut out to do. And I

1 thank you.

COMMENT LETTER LCO-14

1 Mr. Ramsay.

2 MR. RAMSAY: Sir, I know that this Draft EIS covers

3 a proposed wilderness areas for the entire state, but my

4 comments are confined to the areas within Kane County.

5 Now, I am Jay L. Ramsay, a county

6 commissioner for Kane County. I have been appointed as

7 spokesman of the Kane County Commission. And we were

8 elected by the people of Kane County to represent them.

9 And therefore, the statement that I make represents the

10 feeling of approximately 4,600 residents of Kane County.

11 And we want the public record to show that this is not our

12 concern alone, but that of all of the residents of the

13 county that we represent.

14 The concept of the wilderness areas is in

15 direct conflict with the Kane County Master Plan. The

16 Kane County Master Plan supports a total concept of

17 multiple use of public lands. At present, there are 15

18 wilderness study areas in Kane County. These areas cover

19 an area of 639,558 acres of federal land, 27,197 acres of

20 state land, and 80 acres of private land.

21 In the area of Bureau of Land Management

22 controlled land in the study area is 23.8 percent of the

23 total area of Kane County. There is an area of about

24 19,000 acres already designated as wilderness area in the

25 Paria River area. With these two areas, about 25 percent

LCO-14.1

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

COMMENT LETTER LCO-14

1 LCO-14.1
2 (cont.)

3 of Kane County is tied up in either wilderness or in a

4 wilderness study areas.

5 It's my understanding that a wilderness area

6 should be one that has been affected by the forces of

7 nature with the imprint of man's work unnoticeable. The

8 area must have outstanding qualities for solitude and an

9 unconfined-type recreation.

10 Now, we the people of Kane County reject the

11 idea that recreation in these areas should be the

12 exclusive right of a select few who can hike and backpack

13 into the area. We reject the idea that just because we

14 get old and no longer care to or no longer can hike into

15 these areas, that we should be denied the right to visit

16 and enjoy their beauties.

17 If the total area in the watershed study area

18 is designated as wilderness, vast quantities of coal, oil,

19 and gas would be tied up. Also deposits of uranium are

20 included in the areas. These resources are vital not only

21 to Kane County for the economy and well-being, but vital

22 to our nation and some day will be mined. To tie up such

23 needed resources with a wilderness designation supposedly

24 forever is totally ridiculous. By definition the

25 wilderness area should be without the imprint of man's

works there. By this definition, most of the wilderness

study areas in Kane County should not be included in the

LCO-14.2

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LCO-14.2
(cont.)

1 wilderness evaluation.

2 One wilderness study area has cabins, fences,
3 stock water ponds, and roads. One wilderness study area
4 has 40 miles of roads or vehicular ways -- to use the EIS
5 terms -- that will be closed to all vehicle travel.
6 Another watershed study area has 30 miles of road that
7 would be closed. One watershed study area has a city
8 culinary water system through a portion of the area. One
9 wilderness study area borders Highway U.S. 89, the route
10 between Kanab and Lake Powell.

11 Now, I'm sure that I could find more solitude
12 by going to my basement than I could under some of these
13 conditions. Water is the lifeblood of any economy and the
14 future economic development. There are existing water
15 rights in some of the watershed study areas. If the area
16 is designated as wilderness area, the water can be
17 developed only if it enhances the wilderness idea.

18 To some special interest group people who
19 advocate the total preservation of these areas and exclude
20 orderly and planned development, I say to them choke in
21 the desert.

22 There are other conflicts between definition,
23 regulations, personal bias, and what is actually on the
24 ground. I'll not take the time to list all of them, but
25 there are many conflicts of the EIS and what's actually on

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1 the ground.

2 Again, I say the wilderness concept is
3 contrary to the total multiple use concept of the Kane
4 County Master Plan. I also want to state again that I
5 represent all of the people of Kane County, and these
6 comments represent those of about 4,600 people. Thank
7 you, Mr. Chairman.

COMMENT LETTER LCO-15

Comments regarding Volume III - Part A Southwest Region, Utah
BLM Statewide Wilderness Draft Environmental Impact Statement

Submitted by:
Kane Soil Conservation District

North Fork Virgin River WSA: (UT-040-150) p. 1 - This WSA and preferred alternative all wilderness designation violates the Wilderness Inventory Criteria Volume I Overview, page 12, "(3) have at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimproved condition...". The inventory criteria are prefaced by the explication that, "Each area must meet all of the criteria as specified." Whereas, a specific minimum of 5,000 acres is expressed, only a vague allusion for exception is made on condition of unimpaired practicable preservation. No definition of parameter in association with this is made either by explicit detail or by reference. Therefore, whereas these wilderness designation decisions are going to be made, "...in perpetuity (Vol. I, page iii), non-specific criteria exceptions become invalid in the 'forever-more' scope of these wilderness designations. It seems the inventory criteria are being made extremely flexible and biased toward given area wilderness designation with non-specific criterion as justification. Therefore, logic mandates that the explicit 5,000 acre minimum criterion be used and the rest of the associated statement be dismissed. And therefore because the North Fork Virgin River WSA (UT-040-150) does not meet the minimum acreage criteria we submit the preferred alternative should be NO-ACTION; that is no wilderness designation.

LCO-15.1

Further, this WSA is documented as having a 'way' extending into it. This violates the criteria of the "imprint of man's work substantially unnoticeable..." (Vol. I P. 12). Given the small acreage of the WSA any imprint of man's work becomes substantially more significant and more likely to impinge on wilderness values. Again, NO-ACTION should be the preferred alternative.

LCO-15.2

There is an internal inconsistency of analyzing the environmental consequences of alternatives. We are told wilderness designation is in perpetuity then on page 18 the DEIS maintains consequences on livestock due to wilderness designation would be nil because, "There are no planned livestock improvements in the WSA." The assumption that no currently planned projects means no livestock improvements will ever be planned is absurd and is faulty 'logic'. Maybe the agency has access to a crystal ball?

LCO-15.3

Again faulty logic is used when a worst-case analysis for disturbance on 190 acres is determined for the no-action alternative. But the analysis for soil disturbance under the all wilderness alternative only assumes 20 acres will be disturbed. How can this be? Aren't the claims and leases the same on the same land under either alternative. This is a patent case of pro-wilderness bias. If worst-case analysis results in 190 acres of disturbance shouldn't it also show the same figure under the all wilderness alternative? In referring to Appendix 10, Vol. I, p. 370

LCO-15.4

COMMENT LETTER LCO-15

Page 2 - Kane SCD Comments
BLM Statewide Wilderness DEIS

LCO-15.4
(cont.)

section, "All Wilderness and Partial Wilderness Alternatives, under Locatable Minerals", in trying to find out the methodology used for determining the numbers of acres disturbed under, "All Wilderness Alternative", we read the following:

"Where the location of minerals in the WSA was unknown, the disturbance estimated for the No Action Alternative was assigned to designated and non-designated portions of the WSAs, based on the relative proportions of the WSA that would be designated and non-designated. Where the position of the locatable minerals in the WSA was known, disturbance was specifically assigned to the designated or non-designated area."

This does not clarify how only 20 acres will be disturbed in this WSA under the All Wilderness alternative. It doesn't clarify anything. Any reference to Appendix #10 in response to these comments will be as useless as trying to decipher some substantive meaning from the bureaucratic gobbeldegook quoted above.

We feel that the No-Action alternative is preferable because as is stated on page 21 regarding the All-Wilderness preferred alternative, "...this alternative would conflict with the county's (Kane) multiple-use concept because restrictive conditions would be placed on mineral development and oil and gas leases would not be renewed. At lease one potential dam site on the North Fork of the Virgin River would be eliminated from consideration under this alternative." How can such a blatant effort to subvert the wishes of the sovereign citizens of this county be allowed. Are the machinations of the Executive Branch of Government, as embodied in the National Park Service and BLM, more important the citizens of the state that is supposedly sovereign and equal to 49 others? Too little emphasis in the light of a decision in perpetuity is given to analyzing clear and present plans developed by Kane County. For this reason and those stated above we feel the Draft EIS is inadequate and pro-wilderness biased.

LCO-15.5

Norm Carroll
Norm Carroll - Chairman
Kane Soil Conservation District

23 Now, Mr. Commissioner Styler.
24 MR. STYLER: I'm Michael Styler. I'm a Millard County
25 Commissioner. Before I begin my comments, just before I

20

1 came tonight I received a phone call from Representative
2 Joseph Moody, who is up talking about pumping the Great Salt
3 Lake, and he couldn't get down here tonight. He wanted to
4 be here, but he couldn't make it. He asked me to pass on
5 this and have read into the record that a joint resolution
6 was passed today by the Senate and the House of our State
7 Legislature opposing any further wilderness area designation
8 in Utah. He didn't know what the vote was in the Senate,
9 but in the House it was 61 to 5.

10 (Applause.)

11 He said that he would send a copy of that resolution.
12 It's about four pages long. It will be entered into your
13 record.

14 Enough of my comments. I'm not an expert on all the
15 wilderness area throughout the state, the proposed wilderness
16 area; but I feel that I am almost an expert on the wilderness
17 area in Beaver County, Millard County, and Juab County, and,
18 more specifically, the area that's been discussed in Millard
19 County is some 272,000 acres. To be exact, 272,740 acres
20 of wilderness study area are in Millard County. Virtually
21 every mountain range west of Delta is included in this
22 wilderness study area.

23 As a County Commission, we favor the protection of
24 natural and esthetic resources on our public lands. We also
25 favor the multiple use of our public lands. We feel that

LCO-16.1

COMMENT LETTER LCO-16

LCO-16.1
(cont.)

1 these two objectives are not exclusive of each other and
2 can be accomplished simultaneously.

3 My first observation concerning the proposed wilderness
4 area in our county is this. This wilderness study area is
5 not at risk of man's imprint. Why do we need to go to the
6 extreme of wilderness designation?

7 According to the Draft Environmental Impact Statement
8 prepared by the Bureau of Land Management, these 272,740
9 acres have only 1,418 visitor days per year. That means
10 that on any given day only 3.8 people are visiting any of
11 these six mountain ranges. The projected growth in visitor
12 days over the next 20 years only amount to an additional
13 two people per day wandering around in this vast 270,000-acre
14 area. The majority of our visitor days are amateur
15 geologists, deer hunters, and pine nut harvesters that have
16 been the only repeat visitors for years and years to these
17 areas now under study; and I suppose you could find the vast
18 majority of these visitors on Easter weekend and on the deer
19 hunt.

20 If wilderness designation increases tourism and visitor
21 days as proponents of wilderness designation say they would,
22 it seems to me that they would be defeating their own purpose
23 because people are the worst polluters of all.

24 Another reason that the west desert areas are not being
25 threatened comes out in the Environmental Impact Statement,

22

COMMENT LETTER LCO-16

LCO-16.1
(cont.)

1 numbers that state that the total acres of wilderness that
2 may be lost under the different alternatives.

3 According to the BLM, if all the study areas were
4 ultimately designated as wilderness, only 990 acres would
5 retain its wilderness value over and above the alternative
6 in which none of the area was designated wilderness.

7 990 acres out of 270,000 acres is less than one-third
8 of 1 percent. Do we want to restrict activity in 270,000
9 acres because it may preserve wilderness value on less than
10 one-third of 1 percent of the total?

11 Another area of concern is the effect on local economy
12 wilderness would have. Our local economy revolves around
13 the development of natural resources. Although mining is
14 limited in these study areas, that mining is very important
15 to our local economy. Our potential for future growth is
16 dependent upon future development of our natural resources.

17 An unknown factor is the future effect on industrial
18 growth, increased restriction on air quality standards that
19 these wilderness areas might trigger.

20 A known loss would be the federal mineral lease monies
21 from the study areas. According to the BLM, the State would
22 lose \$887,745 in federal lease monies, just from these areas
23 in Millard County. And as I give these figures, I am only
24 addressing the 270,740 acres in Millard County. But the
25 State would lose \$887,745 in federal lease monies, a portion

22

1 of which is funneled back to local governments which if
2 that's lost, we will lose it as well.

3 Federal agencies managing these public lands have an
4 arsenal of methods to preserve our natural resources without
5 using the extreme weapon of wilderness area.

6 If it appears that those who are so adamant about having
7 these areas designated as wilderness are the young,
8 physically strong, and able who can backpack, ride horses,
9 and hike into these areas, are we creating a private
10 recreation site for these people at the exclusion of those
11 not as physically able? Wilderness area designation to my
12 way of thinking is so discriminatory against the disabled
13 that are young, and the senior citizens as to be out of the
14 question at all.

15 What good are our public lands if they are of no use
16 to us? What good is beautiful scenery if you can't get in
17 to see it?

18 There may be areas that qualify as designated wilderness
19 areas, but not in the west desert of Millard, Juab, and
20 Beaver Counties.

21 Thank you.
22 (Applause.)

16

17

18

19

20

21

22

23

24

25

LCO-17.1

MR. BAILEY: My name is Rick Bailey. I'm the

Administrative Assistant to the County Commissioners and
this evening I am representing Commissioner Ken Bailey and
Comissioner Jerry Holliday, who are out of town this even-
ing representing the county on other business.

The County Commission is in total support -- the
elected Commissioners are in total support of the comments
that Commissioner Black has just made and those comments
made by Representative Adams previously. The San Juan
County Commissioners feel that the Draft Environmental

COMMENT LETTER LCO-17

LCO-17.1
(cont.)

Impact Statement has been developed on a very broad basis and therefore has not made significant findings in certain areas. And I would like to this evening address certain ones of those areas. One of the areas that I feel, and the Commissioners feel that the Draft Environmental Statement has not taken effect is the area of revenue that will be lost and revenue that will be gained by designated wilderness.

For instance, throughout the Draft Environmental Impact Statement, it is stated that certain monies will be developed over a period of years by increased recreation use of wilderness areas. The Environmental Impact Statement is totally inaccurate in this area. I would suggest the BLM visit and talk with local tourist related industries and ask how much of their business is directly related to wilderness visitors. We do not see as a County Commissioners, corporations knocking on our door asking for building permits to build motels and restaurants to service these people in anticipation of wilderness designation.

One of the other areas that we feel that the Draft and Environmental Statement has not addressed properly is the area of revenue that will be brought in by mineral resources which are estimated to be in these wilderness areas. For instance, in the Fish Canyon area, the oil and gas potential is very limited in its potential as outlined in the Environmental Impact Statement. The close proximity

COMMENT LETTER LCO-17

LCO-17.2
(cont.)

of this area to the Aneth Oil Field would give indication that the potential is much greater.

Throughout the Environmental Impact Statement there are areas in which the estimates vary dramatically. And may I give an illustration of this when it -- "Behind the Rocks area," in which the Environmental Impact Statement, as it addressed the mineral and energy resources, states "Although the likelihood of development is low, potential recovery could be achieved for up to three to fifteen million barrels of oil, eighteen to ninety billion cubic feet of natural gas, seventy-five thousand to seven point million tons of potash and five hundred to one thousand tons of Uranium oxide." This is very broad and does not really give any indication of what the potential value is there. And as Commissioner Bailey and Representative Adams have stated, the need for education money in this state is great. And I would ask personally that the BLM redo their EIS and do a much better job in estimating the potential energy resources that will affect every citizen of this state.

One of the other areas that I would like to address that does not directly deal with EIS is to ask the BLM to very strongly listen to the words of the local elected officials and those of the state and national leaders on this. They were elected by the people and are

LCO-17.3

LCO-17.4

LCO-17.5

LCO-17.5
(cont.)

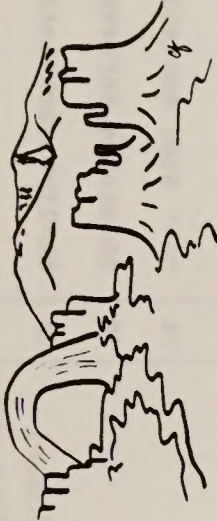
1 here tonight and will be to the other meetings representing
2 the people at large; and they're representing the views of
3 those people who elected them. If they were elected by the
4 small majority that the wilderness areas would serve, they
5 would be saying different things than they are this evening
6 and at other times.

7 As you all read through the EIS, one of the things
8 that you will notice is that the proposed wilderness or
9 partial wilderness of the proposed alternatives conflicts
10 with the management of most all the counties in which there
11 is wilderness. This rings a bell to me that sets the pro-
12 posed wilderness against what the local leaders have planned
13 for and wish in their counties and likewise would be against
14 the wishes of the local citizens.

15 Once again I thank you for this opportunity and
16 once again this has been made by your elected officials.

17 MR. APPEGATE: Any comments? Thank you,

18 Mr. Bailey. We'll ask Mayor Shumway.



Inviting Unforgettable
Friendly

San Juan County Area Agency on Aging

P.O. Box 9, Monticello, Utah 845
(801) 587-2231

August 15, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen:

The San Juan County Area Agency on Aging provides services to the Older Americans within this County. There are other responsibilities in which the Area Agency is required by the Older Americans Act to provide in behalf of the Older Americans in the area of advocacy. The Area Agency in this letter believe that it does not only act for the Older Americans in San Juan County but for those throughout the country in respect to the proposed wilderness designations in the State of Utah.

The DEIS does not address the needs of Senior Citizens and those other citizens who are handicapped or otherwise impaired from the needed physical health and resources to be able to travel into these areas if they would be designated as wilderness. Public lands are for all the people and such designation who not just hinder these people who have provided so much to the greatness that we now have but we feel that they are discriminated against but such designation. We urge no wilderness designation thus allowing these people the right to ingress into these areas by the means that would allow them to do so and not locking them out.

The Area Agency also supports the "Consolidated Local Government Response to the Utah BLM Statewide Wilderness Draft Environmental Statement" and the position of the San Juan County Commission.

Your attention to this letter and to the Local Response would be appreciated by those thousands of Seniors who need to have the right to see the public lands.

Very truly,
Rick M. Bailey
Rick M. Bailey, Director

COMMENT LETTER LCO-19

COMMENT LETTER LCO-19

1 about the opportunity of being first, I learned around
2 the campfire that the last liar always wins. I happen
3 to live in beautiful San Juan County and have driven a
4 long ways to be here. I'm representing the San Juan
5 County Economic Development Board and Tourism Board and
6 I also work for Utah Navaho Industries, a 100 percent
7 Navaho owned company. We of San Juan County, most
8 people have problems with this proposal. Already 90
9 percent of our county is publically owned. We have very
10 little left for private enterprise. We have already
11 over one million acres locked up in National Park
12 Service recreation areas and primitive areas and areas
13 like that and with the talk of integral vistas and
14 controlling the area around these parks and areas, that
15 locks up even more of our properties. We have a very
16 troubled economy, it is heavily based on the use of
17 natural resources in San Juan County, and we have now,
18 because of the heavy public property, we have a lot of
19 heavy public control of what happens as was evidenced by
20 the raids on seven private homes in Blanding last week.
21 Now, to tell you a little bit about myself, I have
22 no mining interests, I have no oil interests and I have
23 no livestock interest. My job is not dependent upon
24 whether this is approved or not, this proposal. I enjoy
25 the outdoors and I go hiking almost every week and feel

24 MR. KARTCHNER: I'm Lloyd Kartchner 426 Cedar
25 Circle, Box 113-1, Blanding, Utah, 84511. I don't know

LCO-19.1

1 very fortunate that I can live in an area that I can do
2 that. The land is there. I see no reason to take away
3 our possible economic base by tying up more of this area
4 in a wilderness area. The people in this area need it
5 very badly. We have 13 percent unemployment now. Among
6 the Navahos, that is 60 percent. These are people that
7 need jobs. Your answer to that maybe that visitors and
8 tourists will provide opportunities for employment.
9 There was a recent study done by the State of Utah on
10 tourism, and I want to site just two examples Zions
11 National Park, which is very well developed, has over a
12 million and a half visitors every year. Canyonlands
13 National Park which is relatively undeveloped has only
14 100,000. So you can see from that, I believe, that the
15 undeveloped areas are not going to bring us tourists and
16 wilderness areas are going to be open mostly to
17 backpackers anyway, and backpackers never spend much
18 money. In fact, I picked one up hitch-hiking when I was
19 coming up here and he said he spends \$250 a month when
20 he's backpacking. There are other very important
21 reasons that I think need to be considered, that have
22 never been addressed. Cedar Mesa, Fish Creek and Mule
23 Canyon have very important wood gathering areas for the
24 Navaho people. Now this is maybe no consequence to you,
25 because maybe you don't know what wood gathering is to

LCO-19.2
(cont.)

1 the Navaho people. 60 percent of these people have no
2 running water. They have no electricity. They have no
3 other way of heating their homes other than by wood. I
4 work with the Navaho people and I know what economic
5 problems they have. And without wood, they're going to
6 go cold and they are not economically able to go
7 elsewhere besides these areas to gather their wood. Its
8 going to be a tremendous impact upon them. In fact, I
9 doubt you will be able to stop them from gathering wood
10 there anyway.
11 And another reason I think that hasn't been
12 addressed is, and let me tell you an experience I had
13 just three weeks ago when I was hiking in Mule Canyon, I
14 was hiking down to the bottom of the canyon and hiked to
15 the top of the ridge. I was all sweaty and I was in a
16 great wilderness area and got to the top of the ridge
17 and there was a heavily used road. A lot of these areas
18 are well roaded. I flew this area just four weeks ago
19 and there is a tremendous amount of roads in these
20 areas. It made me feel like I was not in a wilderness
21 area to walk upon a road after I had worked so hard to
22 get there.
23 Because of the time allotted, I will make my
24 conclusions now. I do live in a beautiful area and I'm
25 very fortunate for that. And this area provides lots of

COMMENT LETTER LCO-19

1 solitude, recreation and relaxation for me and for a lot
2 of people here. It is just kind of like this Salt Lake,
3 when it gets to too big it starts taking away from that
4 solitude and it starts taking away from our -- from the
5 local area. This proposal would take away from our
6 county. It would diminish our economic possibilities in
7 resources. It would provide a hardship on the 6,500
8 Navaho people that live in that area and gather woods.
9 Now, it's easy to live here in Northern Utah and to
10 decide what we're going to do in San Juan County, but in
11 fact several months ago I lived in Northern Utah and I
12 was for this proposal. I have lived now for seven
13 months in San Juan and I see the economic problems and
14 conditions and now changed my mind. You can see I've
15 been converted. Please do not approve this proposal
16 that would hurt our county. Thank you.

COMMENT LETTER LCO-20



SIX-COUNTY COMMISSIONERS ORGANIZATION

Sevier County Courthouse, P.O. Box 788
Richfield, Utah 84701
896-9722

Office of the Executive Director

August 11, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

Gentleman:

The following information has been extracted from the official position paper of this organization concerning the Utah BLM Statewide Wilderness DEIS. Please accept it as the official position of the organization which is to oppose designation of any further wilderness on public lands within the state of Utah.

Local County officials are not opposed to the protection of the natural and cultural resources found on the state's public lands. No one can be more cognizant of the value of the public domain than the local elected leader of a county whose economic life is tied directly to the land. However, wilderness management is the most restrictive, exclusionary land management practice ever proposed for the public domain, exceeding the requirements previously set forth for national parks. Wilderness designation without restraint could well seal the fate of many of Utah's rural economies.

It is the contention of the Six County Commissioners organization that the Utah BLM DEIS has not given adequate analysis and potential impact to several areas which may drastically affect the economics of the region. The most notable of these is the seriously inadequate analysis of water rights issues addressed in the DEIS and the economic impacts related to those water rights. Since the management of designated wilderness areas is intended to maintain or restore those lands to conditions which existed prior to the influence of man, the full impact of a recent court decision, Sierra Club Vs. Block, is not fully understood, but places in serious doubt the preservation of historical water rights. The ability to constructively divert the region's limited supply of fresh water is essential to the economic livelihood of this region and any change in these historical rights demands full impact consideration.

LCO-20.1

SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS

CALVIN BLACK P.O. Drawer 1106 • Price, Utah 84501-0881 • Telephone (801) 637-5444
Chairman

WILLIAM D. HOWELL
Executive Director

LCO-20.2

A second area where BLM's DEIS does not adequately consider the economic impact to the region is in the area of peripheral zones of influence (buffer zones). Two Bills currently before congress, SB-2092 and SB-1869, seek to establish environmental zones and tax benefit limitation zones respectively around federally protected areas. Because the existence of wilderness will be a major factor in managing activities on adjacent lands, the decision by BLM not to consider peripheral zones of influence in the same manner as buffer zones would be considered in the DEIS leaves it deficient in its analysis of the impact of wilderness on area economics.

LCO-20.3

A third area of major economic concern to the region is the effect that exchange of wilderness lands between federal agencies and the resultant change in management policies would have on the class of air quality designation. The cumulative impact of wilderness designation and possible expanded class I area quality areas are a matter of deep concern and have not been adequately addressed by the BLM's DEIS.

Until these matters of Wilderness reserved water rights, peripheral zones of influence and interagency transfers are thoroughly addressed and resolved, it is the position of this organization, through mandate of its Board, that there must be no further wilderness designation in Utah.

Sincerely,

Carvel V. Magelby
Carvel V. Magelby
Executive Director

August 12, 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 South State Street
Suite 301
Salt Lake City, Utah 84111-2303

Gentlemen:

The Utah Department of Agriculture, in a July 1986 letter to the state wilderness subcommittee, indicated that "major farm lending institutions were more reluctant to make operating loans or finance the purchase of a grazing operation if it was associated with a wilderness area."

LCO-21.1

Although the wilderness management guidelines indicate that grazing will be a grandfathered, nonconforming use subject to further regulation as deemed necessary to protect wilderness values and, therefore, only marginally impacted by wilderness, the view from the private economic sector is a far more accurate barometer of the economic effects of wilderness on grazing.

The devaluation of grazing operations beyond foregone AUM's resulting from their association with wilderness should be considered in the final Utah wilderness EIS.

It has been shown that wilderness will have an effect on land management practices on federal lands outside designated wilderness. State lands immersed within these peripheral lands will be affected by these federal management initiatives.

If wilderness depresses values of grazing activities on federal lands then it follows that grazing operations on interspersed state lands must also be depressed. The trust agreement between the state of Utah and the United States requires that the state's trust lands generate the greatest possible economic return to the designated beneficiaries of the trust. If federal management initiatives such as wilderness designation on BLM lands depress the actual or potential return from trust lands then we believe that the trust agreement will have been breached.

REGIONAL CLEARINGHOUSE

Wilderness Studies
August 12, 1986
Page 2

The final Utah BLM Wilderness EIS should address the issue of bilateral trust between the federal and state governments as that trust obligation has been defined in case law and within the context of extraterritorial impacts and responses in the economic community.

Sincerely,



William D. Howell
Executive Director

WDH:mvw

cc: Calvin Black, Chairman
SEUAG

SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS

CALVIN BLACK
Chairman
P.O. Drawer 1106 • Price, Utah 84501-0881 • Telephone (801) 637-5444

WILLIAM D. HOWELL
Executive Director

August 13, 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 South State Street
Suite 301
Salt Lake City, Utah 84111-2303

Gentlemen:

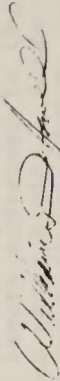
The Southeastern Utah Association of Local Governments commissioned the enclosed analysis of the geologic potential of the four counties of Southeastern Utah by Mr. Harvey Merrell, Consulting Geologist.

Please accept this document as part of the public comment on the Utah BLM Statewide Wilderness Draft EIS.

This geologic analysis tends to reinforce our contention that the cost of wilderness designation in southeast Utah is greater in terms of foregone resources than that which has been anticipated in the DEIS.

Furthermore, the DEIS has not given adequate consideration to the loss of multiplier benefits of basic industry dollars foregone in area communities. The loss of basic industry dollars, such as wages or royalties, has a much greater affect on local communities through the loss multiple turn-over, than is represented by the basic revenues in isolation. The DEIS deals with basic industry dollars in isolation without recognition of their multiplier benefits.

Sincerely,



William D. Howell
Executive Director

WDH:mvw
Enclosure

LCO-21.2

SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS

CALVIN BLACK
Chairman
P.O. Drawer 1106 • Price, Utah 84501-0881 • Telephone (801) 637-5444

WILLIAM D. HOWELL
Executive Director

August 14, 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Gentlemen:

The Southeastern Utah Association of Local Governments is concerned about the problems that wilderness designation on BLM lands will pose for noxious weed control.

We are submitting the enclosed article which discusses this important concern as part of our public comment on the Utah BLM DEIS.

Please be aware that we share the concerns expressed in the article.

Sincerely,



William D. Howell
Executive Director

WDH:mvw
cc: Scott Truman

REGIONAL CLEARINGHOUSE

Sunday August 10, 1986

The Salt Lake Tribune

Weeds Polluting Public Lands, Says USU Expert

LOGAN (UPI) — Apathy, the economic slump in agriculture and laws prohibiting weed control in wilderness areas are assisting the spread of undesired plants, Utah State University weed control specialists say.

The experts said weeds also can choke recreational lands, drive away wildlife and harm agriculture in uncontrolled areas.

Steve Dewey, USU Extension weed specialist, said weeds are "environmental pollutants" that can have a huge impact on public lands, marring

the landscape and reducing land's ability to support wildlife.

Dewey said Montana researchers estimate a spotted knapweed infestation in one winter range could reduce the carrying capacity by 200 elk a year and, in Idaho, yellow starthistle has overrun areas of once-productive upland game bird lands.

"We've simply got to inform non-agriculturally oriented citizens that weeds affect them," Dewey said.

He recommends laws allowing control of noxious weeds in primitive

and wilderness areas before they spread and crowd out desirable plants.

But weed-control campaigns are often greeted with apathy and even hostility.

"Every type of weed control costs money, whether it's spraying, cultivation or hand-pulling," said Jack Evans, weed scientist with the Utah Agricultural Experiment Station.

"And biological control, though it could be much less costly for some species, isn't available yet for most weeds and probably won't ever be for

some of the most common weeds," Evans said.

Some recent weed immigrants to Utah include yellow starthistle, leafy spurge, diffuse knapweed, spotted knapweed, velvetleaf, wild proso millet and klamath weed, the researchers said.

Jointed goatgrass is so closely related to wheat, Dewey said, that it can cross with the crop and be nearly impossible to eradicate. "Essentially, once it's in the winter wheat, the only way to control it is to stop growing this crop," he said.

The weed has forced some Pacific Northwest farmers to stop growing wheat, Dewey said, adding infested grain commands lower prices because it can only be used as livestock feed.

"Early detection and eradication is the only line of defense but, unfortunately, people seem to be aware too late," he said. "Those who are looking for it in Utah seem to be finding it everywhere."

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COMMENT LETTER LCO-21

COMMENT LETTER LCO-21

THE SOUTHEASTERN UTAH ASSOCIATION OF GOVERNMENTS ALL INDICATED THE REPORT TITLED "CONSOLIDATED LOCAL GOVERNMENT RESPONSE TO THE UTAH BLM STATEWIDE DRAFT ENVIRONMENTAL IMPACT STATEMENT." THIS REPORT CAN BE FOUND IN THE COMMENTS LISTED UNDER CONSOLIDATED LOCAL GOVERNMENT SECTION LCO-4.

COMMENT LETTER LCO-21

16 We will now call on Harvey Merrell, representing, I
17 think I'm right here, Southeast Utah Association of Local
18 Governments.

19 MR. MERRELL: My name is Harvey Merrell and I am
20 consulting geologist, doing a review of the Bureau of Land
21 Management's EIS for the four-counties area.

22 I have -- most of the facts taken out for this
23 evening's review, was taken out of Volume I, using the BLM's
24 figures. And they also used a method taken from the USGS
25 circular 860 on Estimates of Undiscovered, Recoverable,

NORA S. WORTHEN, CSR, RPR
(801) 571-7553

87

1 Conventional Resources of Oil, Gas in the U.S., published in
 2 1981.

3 Now, that area covered the Colorado plateau in the
 4 Great Basin, and it came out with 14.2 billion barrels of
 5 recoverable oil. And dividing that into the area in square
 6 miles, it came out that there was 414,000 square miles, using
 7 \$15 per barrel of oil; \$2 per thousand cubic feet, it came out a
 8 value of each of the acres of \$2,069. And that's using the 3.2
 9 million acres maximum. That's quite a bit of money.

10 The DEIS, they only used the economic value of one or
 11 \$2 on the leasing per year. Now, that's -- and they mention
 12 nothing about the royalty money that's paid to the federal
 13 government, and part of which is paid to the state, which
 14 amounts to one-eighth of the gross value of the hydrocarbons.

15 Now, if you compare Carbon, Emery, Grand and San Juan
 16 Counties' proposal in this area of 1.2 million acres, times the
 17 \$2, would be two and a half million dollars per year. But if
 18 you used the \$2,069 per acre, times the acres, then you have --
 19 it equals 2.6 billion dollars value. So that's quite a bit of
 20 difference, and I think that when we're talking one or \$2 for
 21 the leasing, that's sort of pauly. I think the other should
 22 be addressed also.

23 Then I took -- I was in a real hurry the last 30
 24 minutes. I took table 17 of Volume I of the state wide values,
 25 used the BLM figures and I used the tons of the tarsands, the

NORA S. WORTHEN, CSR, RPR
 (801) 571-7553

88

1 millions of barrels of oil, the MCF gas, tons of coal, the K20,
 2 the uranium, and the copper values, out of that table -- I
 3 didn't have time to do the minor minerals -- but the total
 4 value of all that was almost \$30 billion. So I don't know.

5 This economy, the state of Utah can afford to tie up
 6 that kind of potential mineral resources to get away from the
 7 tax system, the school system and the regular use employment.

8 The four counties of Carbon, Emery, Grand and San
 9 Juan, although their livelihood to the natural resources within
 10 their boundaries, and feel strongly about anyone trying to tie
 11 up large blocks of acreage for single use, that would exclude
 12 their many citizens who make their living off the land and would
 13 stop any future development of the natural resources in
 14 southeastern Utah.

15 The multiple use concept must have worked in the past
 16 or else there would not have been any beautiful lands left in
 17 the areas to be seen at the present time.

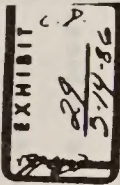
18 I submit that we continue to use and protect the
 19 scenery, as has been done in the past, with existing laws and
 20 regulations. I would like to make one more comment. I keep
 21 hearing five million acres. I would propose that maybe we ought
 22 to take away five million acres, that has been proposed as
 23 wilderness, and put it over in Colorado where it is beautiful.
 24 You know, in colorful Colorado, and let them have all the
 25 wilderness and we'll go over there and look at it. Thank you.

NORA S. WORTHEN, CSR, RPR
 (801) 571-7553

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COMMENT LETTER LCO-21

BLM Wilderness DEIS Comments
Castledale, Utah 5/14/86



I am Harvey Merrill a Consulting geologist based at 546 Sundial Drive Macleod, Utah

I have spent several weeks reviewing the BLM DEIS for Carbon, Emery, Grand and San Juan County. I have focused my study and review on the natural resources within the WSAs.

One of the main concerns that I have is that the mineral, oil & gas studies have not yet been completed, yet the BLM has made its recommendations as to which lands should be designated wilderness areas.

Emery County has vast natural resources in the San Rafael Swell in its Ten Sands Deposits. There are millions of barrels of oil in the Ten Sands within the WSA's.

The San Rafael Ten-Sand Deposit located in the central part of the San Rafael Swell (Parts of T 23, 24 S; R 9, 10, 11 E.) contains measured reserves of 300 million barrels of oil in place in 25,600 acres plus another 250 million barrels of speculative reserves in another 25,600 acres. (Major Ten-Sand & Heavy Oil Deposit is the U.S. - Interstate Compact Comm. (1984) p. 225).

This large Ten-Sand reserve is in jeopardy of never being developed if any of the surrounding WSAs are designated as wilderness. The reason for this is that the possibility of the designation of an Visual Area in areas that can be seen from the wilderness lands. If these visual vistas are ever used - then forget any Ten-Sand Development at any time in the future.

LCO-21.4

COMMENT LETTER LCO-20

P.2 Castledale, Utah/Merrill

I find a large problem with the Draft EIS when reviewing the DEIS and the SA I report. In that new or up-to-date publications were not used - (The latest publications were like 2 years old). No industry data was included in the EIS development, even though industry had provided information. Looking at the bibliography at the end of the sections of the individuals' WSAs, I could find no references on Ten Sands publications such as:

- 1) Major Ten-Sand & Heavy Oil Deposits of the U.S. - Interstate Oil Compact Commission (1984).
2. Geol. & Petrol. Resources of the Major Oil-impregnated Sandstone Deposits of Utah, Special Studies SD, UT Geol. & Mineral Survey (1978) Jack Campbell, Howard R. Item.
3. Surface & Subsurface Oil-impregnated Rocks & Shallow Oil Fields in the U.S., U.S. Bur. Mines Monograph 12, U.S. Bur. Mines & Interstate Compact Comm. (1965).

The review of the literature on the Ten-Sand & not listing the above references is not very professional in my estimation.

I strongly recommend that the BLM will not make any recommendation for any BLM Wilderness land be designated prior to a better review & study of the natural resources by a reputable company that will do a more professional job on the mineral evaluations. And that all new and up-to-date information be included in this study.

Harvey W. Merrill

LCO-21.5

COMMENTS ON UTAH BLM - Wilderness Draft EIS
MONTICELLO, UTAH 5/7/86 Harvey Mervell

- ① After reviewing the Wilderness EIS for the past several weeks, I have a few brief comments to make at this time.

Looking at Figure 1 page 16 of Volume I shows

INVENTORY → STUDY → REPORTING

1. (EIS DEVEL. ~~X~~)
Mineral Survey
Based by
USGS & BLM

There was one between Study (where EIS was developed and "Reporting" (after all decisions have been made) and then the Inventory of Minerals will be made by the USGS — who will be able to see — review — and comment on this Mineral Survey Report. If all the decisions are wilderness have been made prior to this study — why bother spending more money on the study if it won't make any difference anyway?

LCO-21.6

If the Mineral Survey is to be ignored by the BLM as they did the USGS Miscellaneous Map I-1545 — PETROLEUM POTENTIAL OF WILDERNESS LANDS - UT. (1982) by C.A. Molenger, C.A. Sandberg & R.B. Powers — where the PETROLEUM POTENTIAL FOR Wilderness Areas in Carbon, Energy, Grand & San Juan Counties had out of 29 proposed WSA's — 5 High Potential Petroleum Assessment

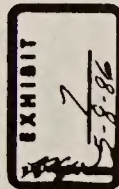
22 Medium Potential

1 Low Potential

1 Zero Potential — pre

In the BLM proposed wilderness — only 4 of these high potential Petroleum areas were not recommended — but the entire High Potential Petroleum Area — the part of Desolation Canyon in Carbon County — still remains in the BLM's

LCO-21.7



LCO-21.7 (cont.)

proposed Wilderness Area.

How can the BLM or anyone else evaluate the land that they manage and come up with a reasonable assessment and value of that land if they have not yet received the Mineral Survey which is to be done "Sometime in the Future"?

LCO-21.8

The Natural Resources — that have not yet been evaluated by the BLM, the USGS, or the Bureau of Mines — have values in the BILLIONS of DOLLARS — and yet they are in danger of being removed from any use which could exploit them for the use of mankind. Certainly this affects the economy of the State of Utah, the economy of the individual counties, and the economy of the citizens in the area. The loss of the potential measured natural resources in the wilderness designation is very detrimental to the school system in the State of Utah. The loss to the State is in the millions of dollars per year in the oil & gas lease money of which the state received 50%.

LCO-21.9

We have heard the comments that we have enough coal mines and oil and gas wells that the companies don't need any more leases to explore or develop and so it won't hurt to remove a few million acres to preserve as wilderness for our grandchildren. But I say that we afford to lock up BILLIONS (with a "B") of dollars worth of resources that will be needed in the future? It takes time to explore

LCO-21.10

LCO-21.10

and to develop new methods to mine and extract our natural resources.

I for one don't want to depend on the OPEC nations and other nations for other natural resources that we need. We also may not have enough jobs or money to be able to buy the products that we want.

I strongly recommend that the BLM wait until it gets the whole story in and can assess the information of the mineral survey done by the USGS & the BLM of Mines before it makes its recommendations as to Wilderness Designations in the State of Utah.

(2) Page 13 Vol. I Study Policy & Planning Criteria

3. Balancing the Geographic Distribution of Wilderness Areas.
- Looking at the map of the State of Utah and the USGS on it, fails to show a very good balance of the wilderness areas - in fact I would have to say that the balancing act failed miserably.

A132 Table C9	All Wilderness Designation		BLM App. % of Counties
	Acres by County	Total %	
Carbon	85,860	9.0%	7.1%
Emery	446,155	15.6%	14.3%
Grand	337,232	14.3%	5.1%
Sandwich	397,697	7.9%	6.9%

Perhaps a recommend solution would be to divide Utah into its 29 Counties and reserve 100,000 acres of wilderness in each of the Counties. That way there would be a fair geographic distribution of wilderness throughout the state, as well as give close access to a wilderness area to all people of the state. This would give local

LCO-21.11

LCO-21.11
(cont.)

people access to a wilderness area of their choice plus would give them the benefit of their percentage of the high spending beneficiaries that would surely come to each of the wilderness areas.

Everyone would benefit from this program - the Environmentalists would receive 2,900,000 acres of wilderness in which to meditate & whatever. The local governments wouldn't be asked to give up as much as 15% of their Counties and all of the either good or bad economic loss or gain would be shared on an even basis throughout the whole state - Not just the South half of the state.

Thank you

SUMMIT COUNTY BOARD
OF COMMISSIONERS

JEFF BLONQUIST
THOMAS E. FLINDERS
STANLEY D. LEAVITT

SUMMIT COUNTY STATE OF UTAH

P. O. BOX 428
COALVILLE, UTAH
84047
(801) 336-4451

RON PERRY, ASSESSOR
ROBERT ADKINS, ATTORNEY
REED D. PACE, AUDITOR
DOUGLAS R. GEARY, CLERK
ALAN SPRIGGS, RECORDER
FRED ELEY, SHERIFF
GLEN G. THOMPSON, TREASURER

June 25, 1986

Bureau of Land Management
Utah State Office
324 So. State St., Suite 301
Salt Lake City, UT 84111

Dear Sirs:

This is to oppose the further designation of wilderness in the State of Utah. Specifically, the proposed designation of hundreds of thousands of acres managed by the Bureau of Land Management as wilderness cannot be supported.

In Summit County, approximately 43% of the land is under federal control. Most of that is administered by the United States Forest Service with a large share of that being wilderness. Living and working on the edge of the largest wilderness area in the continental United States has its advantages - we are blessed with the opportunity to serve the many that come into our county to enjoy this recreational area. The problem is this - under the multiple use management concept we could still enjoy the recreational features of the area without foreclosing on the possibilities to utilize and develop the other tremendous resources that exist or may be discovered in the Uintas. When multiple use makes so much sense in terms of its ability to respond to the changing needs of our economy and people, why do we continue to blindly lock up acre after acre under a single use concept?

The designations of wilderness are in and of themselves difficult for all but a few to understand. When the impacts that wilderness areas are beginning to have on surrounding lands are considered, it is inconceivable that additional wilderness should be proposed. Problems which have yet to be fully explored include the tendency to designate de facto buffer zones around wilderness as a measure to further protect the preserved. Additionally, the potentially most devastating case from the Federal District Court of Colorado, Sierra Club v. Block, which creates federal reserved water rights for wilderness, could serve to severely limit the States' abilities to meet even the most essential water needs.

LCO-22.1

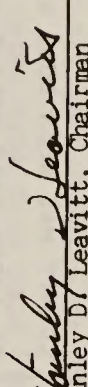
LCO-22.2

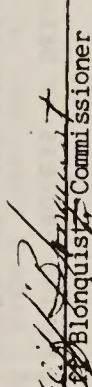
LCO-22.3

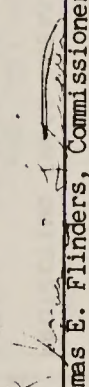
On behalf of the citizens of Summit County, who derive their livelihoods from a variety of areas including timber, agriculture, mining, recreation, we strongly encourage the continuation of multiple use principles in the management of the vast majority of federally controlled lands. The clear benefits of wilderness accrue to too few individuals at costs which are too excessive with a view to the future that is too shortsighted. We solicit your efforts to help preserve the right of the people to make their choice in the use of national resources.

Sincerely,

SUMMIT COUNTY BOARD OF COMMISSIONERS


Stanley D. Leavitt, Chairman


Jeff Blonquist, Commissioner


Thomas E. Flinders, Commissioner

OC/jr

13 JUDGE SWEITZER: COMMISSIONER CHARLES STROMBERG REPRESENTING THE TOOELE COUNTY COMMISSION.

14

15 MR. STROMBERG: JUDGE AND LADIES AND GENTLEMEN, MY NAME IS CHARLES STROMBERG. I'M THE CHAIRMAN OF THE TOOELE COUNTY COMMISSION. AND I HAVE SOME WRITTEN COMMENTS THAT I WOULD LIKE TO TURN IN. AND ALSO I HAVE THREE DIFFERENT PETITIONS FROM THE PEOPLE ON THE DEEP CREEK MOUNTAINS FROM THE IBAPAH AREA. AND I WOULD LIKE TO SUBMIT THOSE ALSO FOR A MATTER OF RECORD AT THIS HEARING. BECAUSE WE SHARE WITH JUAB COUNTY MOST OF THE PEOPLE THAT'S IN THE DEEP CREEK MOUNTAIN RANGE. SO I'D LIKE TO ALSO SUBMIT THESE THREE PETITIONS FROM THE IBAPAH, CALLAO AREA IN THE DEEP CREEK MOUNTAINS.

25

29

1 JUDGE SWEITZER: OKAY. THEY WILL BE APPENDED AS EXHIBITS TO THE TRANSCRIPT.

2

3 MR. STROMBERG: NEXT, I HAVE A POSITION PAPER FROM THE TOOELE COUNTY COMMISSION AS OUTLINED. AND DUE TO TIME, I WOULD LIKE TO ADDRESS EACH ONE OF THE AREAS THAT IS IN THE TOOELE COUNTY THAT IS GOING TO BE AFFECTED BY WILDERNESS, I JUST WOULD LIKE TO READ THE SUMMARY OF WHAT IS IN THE POSITION PAPER.

8

9 THE TOOELE COUNTY BOARD OF COMMISSIONERS REPRESENT APPROXIMATELY 30,000 RESIDENTS OF THE COUNTY, THE MAJORITY OF WHICH WORK AT JOBS AND LIVELIHOODS DERIVED FROM THE LAND, ITS RESOURCES AND ITS OPEN CHARACTERISTICS. THE COMMISSION IS NOT UNSYMPATHETIC NOR IS THE GENERAL POPULUS OF TOOELE TO THE GOAL OF PRESERVING AND PROTECTING THOSE AREAS OF LEGITIMATE WILDERNESS CHARACTERISTICS. HOWEVER, IT IS APPARENT THAT MUCH OF THE DECISION MAKING PROCESS OF DESIGNATING WILDERNESS AREAS ON THE BUREAU OF LAND MANAGEMENT ADMINISTERED LANDS WITHIN TOOELE COUNTY HAS BEEN DONE WITHOUT REGARD TO EITHER THE WISHES OF THOSE THAT DERIVE THEIR LIVELIHOOD FROM THOSE LANDS OR ADJACENT LANDS OR FROM THE ESTABLISHED GUIDELINES AS APPROVED BY THE CONGRESS ITSELF.

22

23 THE CURRENT PROPOSALS SUGGESTED IN THE B.L.M.'S DRAFT ENVIRONMENTAL IMPACT STATEMENT AND THOSE OF OTHER NON-COUNTY LOCATED INTEREST GROUPS DO NOT AND HAVE NOT

25

LCO-23.1

LCO-23.1
(cont.)

1 CONSIDERED ALL ISSUES RELEVANT TO THE MANDATES ESTABLISHED
2 FOR CONSIDERATION OF A WILDERNESS AREA. THE FOLLOWING
3 DISCUSSION SHALL ENUMERATE SUCH ISSUES BY PROPOSED AREA.
4 AND IT GOES ON TO COVER THE NORTH STANSBURY AND DEEP CREEK
5 MOUNTAINS AND ALSO THE FISH SPRINGS AREA, CEDAR MOUNTAINS
6 AND OTHER PROPOSALS BY THE U.W.C. AND U.W.A., AND THE
7 SILVER ZONE, NEWFOUNDLANDS, DUGWAY MOUNTAINS AND BIG HOLLOW
8 AND ALL THE OTHER AREAS MENTIONED IN THE E.I.S. REPORT.
9 I WOULD LIKE TO SUBMIT THAT.

10 THEN I'D LIKE TO MAKE SOME COMMENTS THAT WHEN WE
11 FIRST WAS CONSIDERING WILDERNESS, THE TOOELE COUNTY
12 COMMISSION WASN'T OPPOSED TO WILDERNESS IF IT WAS TRUE
13 WILDERNESS DESIGNATED AREAS.

14 AND AT THAT PARTICULAR TIME, THE COMMISSION MET,
15 AND WE APPROVED AND THOUGHT THAT 10,000 ACRES ON THE
16 STANSBURY MOUNTAINS WAS TRUE WILDERNESS AREA. AND WE WENT
17 ALONG WITH ENDORSING THAT.

18 AND DUE TO NEGOTIATIONS AND EVERYTHING, IT ENDED
19 UP THAT 25,000 ACRES WAS DESIGNATED ON THE SOUTH WILLOW
20 PEAK AREA, DESERET PEAK AREA.

21 AND WE WERE CONSTANTLY TOLD FROM THE START THAT
22 THE B.L.M. WOULD NOT CONSIDER ANYTHING INTO WILDERNESS AREA
23 UNLESS IT HAD THE CONTINUITY WITH THE FOREST SERVICE.

24 AND NOW IT COMES BACK, AND THERE IS 6 MILES
25 BUFFER ZONE BETWEEN THE DESIGNATED WILDERNESS ON THE DESERET

LCO-23.2

31

LCO-23.2
(cont.)

1 PEAK AREA AND ON THE NORTH STANSBURY. SO IT ISN'T CONTINUITY
2 SO THE B.L.M. WASN'T TRUE TO THEIR WORD.

3 AND ALSO, THEY WERE TOLD THAT ANY ROADLESS -- IT
4 HAD TO BE A ROADLESS AREA AND ALSO THAT THERE'D BE NO MARKS
5 OF MAN, AND SOLITUDE.

6 AND THE AREAS IN THE NORTH STANSBURYS THAT
7 THEY'RE CONSIDERING FOR WILDERNESS IN THE E.I.S. REPORT, IT
8 DOES HAVE ROAD AREAS IN THERE INTO THE MUSKRAT AREA. THERE
9 IS ALSO LOTS OF SIGNS OF MAN IN THAT AREA. AND THERE IS
10 EVEN A BURNT-OUT TRUCK UP AT THE HEAD OF THE MUSKRAT CANYON
11 THAT IS DESIGNATED FOR WILDERNESS AREA.

12 AND THEY'RE MOVING IN ON PRIVATE WATER RIGHTS.
13 AND RIGHT HERE, I HAVE A CERTIFICATE OF APPROPRIATION OF
14 WATER TO PRIVATE LAND OWNERS IN THAT AREA. AND IT IS ALSO
15 IN THE WILDERNESS AREA.

16 SO NOW, NOBODY WANTS TO TALK ABOUT SOLITUDE. AND
17 NO ONE IN THAT AREA COULD HAVE ANY SOLITUDE WHATSOEVER
18 BECAUSE OF AIR FORCE PLANES GOING OVER AT LOW ALTITUDE. IF
19 YOU HAVE EVER BEEN OUT THERE, YOU KNOW THERE IS NO SOLITUDE.

20 SO WE THINK THAT ACTUALLY THERE IS A PLACE FOR
21 WILDERNESS, BUT THE NORTH STANSBURY ISN'T ONE OF THEM.

22 AND I THINK THAT OVER ON THE DEEP CREEK MOUNTAINS,
23 THAT THE MINERAL RIGHTS AND EVERYTHING OVER ON THE DEEP
24 CREEK MOUNTAINS HASN'T BEEN CONSIDERED AND TAKEN INTO
25 CONSIDERATION. THERE HASN'T BEEN A REAL GREAT STUDY ON

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1 THAT BY B.L.M. TO MAKE THAT DESIGNATION.
2 AND SO WE WILL HAVE MORE INFORMATION ON THE E.I.S.
3 REPORT THAT WILL COME IN BEFORE THE DEADLINE.
4 AND I JUST WANT TO REMIND EVERYBODY -- IN TOOELE
5 COUNTY, TOOELE COUNTY IS 6,911 SQUARE MILES IN TOOELE COUNTY
6 AND THE PRIVATE SECTOR WHERE WE DERIVE TAXABLE PROPERTY IS
7 ONLY 11.6 OF OUR WHOLE COUNTY. 11.6 PERCENT OF OUR COUNTY
8 IS PRIVATE. RIGHT NOW, BETWEEN THE B.L.M., THE FOREST
9 SERVICE, THE MILITARY AND INDIAN RESERVATIONS IN THE STATE,
10 THEY OWN ABOUT 88 1/2 PERCENT OF TOOELE COUNTY. AND SO WE
11 GET VERY UPSET WHEN WE WANT TO GET MORE CONTROLS PUT ON OUR
12 PEOPLE THAT ARE TRYING TO MAKE A LIVING IN OUR VALLEY.

13 AND SO WE WANT TO KNOW THAT WE'VE -- ONE THING,
14 TOO, FOR THE RECORD THAT I WOULD LIKE TO BE ENTERED IN THE
15 RECORD IS THAT I THINK THAT WHEN AN ELECTED OFFICIAL HAS
16 BEEN ELECTED BY THE PEOPLE OF OUR STATE, COUNTY OR THE
17 FEDERAL GOVERNMENT, WHEN THEY TALK TO REPRESENT THE PEOPLE,
18 I THINK THAT IT OUGHT TO BE INCLUDED IN THE E.I.S. REPORT
19 THIS ELECTED OFFICIAL IS SPEAKING FOR PEOPLE. AND ALL THE
20 PEOPLE THAT HAVE EVER CONTACTED ME, MOST OF THEM ARE AGAINST
21 THE WILDERNESS DESIGNATION.

22 AND SO REPRESENTING THE 30,000 PEOPLE THAT ARE IN
23 TOOELE COUNTY, WE WOULD LIKE TO HAVE THAT IN THE RECORD THAT
24 AS ELECTED OFFICIALS AND TOOELE COUNTY COMMISSIONERS ARE
25 UNANIMOUS IN THAT THAT WE WOULD LIKE TO GO ON THE RECORD AS

1 OPPOSING WILDERNESS IN THE DEEP CREEK MOUNTAINS AND ALSO
2 THE NORTH STANSBURY MOUNTAINS.

3 NOW, ONE OTHER OBJECTION THAT WE HAVE ALSO IS THAT
4 IT IS JUST LIKE SPOT ZONING UP IN THIS WILDERNESS AREA, THAT
5 IF ANYONE WANTS TO LOOK AT THE E.I.S. REPORT, WHERE WE GOT
6 THE LINES DESIGNATED FOR WILDERNESS, THEY'VE GOT THEM
7 CHOPPED UP SO BAD I DON'T THINK ANYBODY COULD EVER TELL
8 WHETHER YOU WERE ON WILDERNESS OR WHETHER YOU WEREN'T. JUST
9 TAKE A BLOCK OF LAND, AND IT'S ALL JUST CHOPPED UP SO THEY
10 SQUIRMISHED AROUND A LOT OF THINGS SO I THINK IT WOULD BE
11 VERY DIFFICULT FOR ANYBODY TO TELL WHERE THE DESIGNATED AREA
12 IS IF THEY WERE IN THERE BACKPACKING OR WALKING OR WHATEVER
13 THEY WERE DOING BECAUSE THEY COULD NEVER TELL WHERE THAT
14 AREA WAS.

15 SO I WOULD LIKE TO SUBMIT THAT STATEMENT OF THE
16 COUNTY COMMISSIONERS, TOOELE COUNTY, AND ALSO THE ONES
17 FROM IBAPAH. AND WE'LL HAVE LATER INFORMATION BEFORE THE
18 15TH OF AUGUST.

19 JUDGE SWEITZER: THANK YOU.

20 NOW, HAVE YOU GIVEN ME ALL THE STATEMENTS?

21 MR. STROMBERG: YES.

22 JUDGE SWEITZER: I HAVE GIVEN THEM TO THE REPORTER.

23 MR. STROMBERG: BUT FOR TIME'S SAKE I DIDN'T COVER EACH
24 ONE AND WHAT OUR OBJECTION WAS. EACH ONE OF THE OBJECTIONS
25 WAS SUBSTANTIAL. WE BELIEVE THE E.I.S. REPORT WASN'T

1 COMPLETE AND THE JOB, THE STUDY JOB THEY DID ON THEM WASN'T
2 A COMPLETE JOB AS INTERFERING -- THERE'S MARKS OF MAN ALL
3 OVER.
4 RIGHT HERE ON THE BACK -- I FAILED TO MENTION
5 THIS WATER RIGHT -- THERE IS MINING CLAIMS THAT ARE REGIS-
6 TERED IN THE WILDERNESS AREA. SO WITH THAT, I WOULD FINISH.
7 BUT I WOULD ADMONISH THAT SPEAKERS WHO COME HERE
8 WOULD STATE THEIR NAMES AS WE HAVE DONE AND ALSO WHERE THEY
9 ARE FROM.
10 JUOGE SWEITZER: THANK YOU.

LCO-24.1

MR. WARDLE: I'M TOM WAROLE, UINTAH COUNTY
COMMISSIONER.
WE CERTAINLY AGREE WITH THE BLM DISTRICT PROPOSED
NO ACTION ON BOTH WINTER RIDGE AND DANIELS CANYON. DANIELS
CANYON BECAUSE OF ITS SIZE AND THE FACT THAT THE BLM
GUIDELINES SPECIFY THAT IT SHOULD BE OVER FIVE THOUSAND

COMMENT LETTER LCO-24

ACRES, WHICH DANIELS CANYON IS NOT.

WINTER RIDGE, BECAUSE OF ITS HIGH MINERAL AND ENERGY RESERVE RATING, APPROXIMATELY SIXTY MILLION CUBIC FEET OF GAS, AND MORE THAN FIVE HUNDRED MILLION BARRELS OF TAR SAND POTENTIAL, FORTY-EIGHT MILLION BARRELS OF OIL SHALE PRODUCTION.

LCO-24.1
(cont.)

MOST OF THIS AREA IS UNDERLINED BY THE PR SPRINGS, A KNOWN AREA OF TAR SANDS. ALSO BECAUSE OF THE FACT THAT THERE ARE MANY OIL AND GAS WELLS ALREADY DRILLED IN THE AREA, AND ALSO BECAUSE OF MANY PREFLPMA OIL LEASES WHICH ARE IN THE AREA WHICH COULD ADVERSELY AFFECT WILDERNESS, EVEN IF THE WILDERNESS PROPOSAL WENT THROUGH.

THERE ARE ALSO OVER THIRTY MILES OF ROADS IN THAT AREA WHICH HAVE BEEN IDENTIFIED, WHICH WOULD ALSO AFFECT THE WILDERNESS DESIGNATION. THE MANY OIL AND GAS WELLS THAT HAVE BEEN DRILLED, AND BECAUSE THERE ARE OVER TWO THOUSAND ACRES OF STATE LANDS WITHIN THAT, MANY OF THE STATE LAND BOARD MEMBERS HAVE EXPRESSED THEIR INTENT TO KEEP THOSE INTERDISPERSED STATE LANDS AND PUSH FOR THEIR ACCESSIBILITY. ASSERT THEIR RIGHT OF ACCESSIBILITY TO THOSE STATE LANDS.

IN ADDITION WE HAVE SEEN ADVERTISED THE INTENT TO PURSUE--IN AN EFFORT TO CONSIDER THE WHITE RIVER AREA, AND WE WOULD OPPOSE THIS ON THE GROUNDS THAT THE TIME HAS PASSED FOR THE IDENTIFICATION OF THESE W.S.A.'S UNDER BLM'S WILDERNESS GUIDELINES. ALSO BECAUSE OF THE FACT THAT IN THE

LCO-24.2

COMMENT LETTER LCO-24

LCO-24.2
(cont.)

LAWSUIT OF SIERRA CLUB V. BLOCK, IN COLORADO, WHICH AFFECTS THE WATER RIGHTS OF THE WILDERNESS AREA, THE INTENT WAS IN COLORADO, AND THAT WAS EXPLAINED TO US BY SENATOR ARMSTRONG'S AIDE, THAT THE SENATOR'S INTENT WAS THAT THOSE WILDERNESS AREAS WOULD NOT AFFECT WATER RIGHTS. IN THIS WATER SUIT, SIERRA CLUB V. BLOCK, IT HAS BEEN DETERMINED BY THE COURT THAT THEY WOULD AFFECT WATER RIGHTS, AND IN THAT PARTICULAR CASE, WHICH WAS IN THE HIGH MOUNTAINS WHERE YOU WOULDN'T THINK VERY MANY WATER RIGHTS WOULD BE AFFECTED, THEY HAVE IDENTIFIED OVER THREE THOUSAND EXISTING WATER RIGHTS WHICH ARE AFFECTED BY THAT LAWSUIT.

IN THE WHITE RIVER AREA, PARTICULARLY IN ANY AREA WHICH WOULD CROSS A RIVER, THIS COULD ADVERSELY AFFECT ANY UPSTREAM WATER PROJECTS. FOR INSTANCE, IN THE WHITE RIVER AREA THIS COULD AFFECT THE PROPOSED WHITE RIVER DAM. IT COULD AFFECT ALL WATER RIGHTS OFF FROM THE WHITE RIVER IN COLORADO AND IN WHICH MAY BE ABOVE IN UTAH.

THE UTAH ASSOCIATION OF COUNTIES IS ACTIVELY PURSUING AND CONSIDERING A LAWSUIT AGAINST BLM FOR FAILURE TO COMPLY WITH ITS OWN GUIDELINES IN SOME CASES IN THIS DEIS.

LCO-24.3

WHEN THE FOREST SERVICE WAS DOING THEIR WILDERNESS AREAS THE COUNTIES THROUGHOUT THE STATE NEGOTIATED WITH THE ENVIRONMENTAL AGENCY IN GOOD FAITH. THEY NEGOTIATED THESE WILDERNESS AREAS WITH THE UNDERSTANDING THAT SOME AREAS ARE

1 SUITABLE FOR WILDERNESS AND SHOULD BE SET ASIDE AS WILDER-
2 NESS. SINCE THAT TIME THOSE WILDERNESS AREAS HAVE BEEN
3 AFFECTED AND IN AREAS WHICH WERE SPECIFICALLY EXCLUDED FROM
4 WILDERNESS THESE SAME GROUPS THAT NEGOTIATED HAVE GONE BACK
5 AND CHALLENGED ANY ACTIVITY WHICH MAY AFFECT THE WILDERNESS
6 STATUS, EVEN THOUGH THEY ARE NOT NOW IN WILDERNESS AREAS.
7 SO BECAUSE OF THESE ACTIONS THE ASSOCIATION OF COUNTIES IS
8 ACTIVELY PURSUING A LAWSUIT, AND WE WOULD OPPOSE ANY WILDER-
9 NESS AREAS UNTIL ESPECIALLY THE SIERRA CLUB V. BLOCK LAWSUIT
10 IS SETTLED TO DETERMINE WHAT AFFECT IT WILL ACTUALLY HAVE ON
11 THE TRADITIONAL AND ADJUDICATED WATER RIGHTS OF ANY WATER-
12 HOLDERS.

13 THANK YOU.

14 MR. PULFORD: THANK YOU, MR. WARDLE. MR.

15 DOMGAARD.

16 MR. DOMGAARD: I'M COMMISSIONER DOMGAARD. NEAL

17 DOMGAARD. D-O-M-G-A-A-R-D.

18 I'M GOING TO READ A WRITTEN STATEMENT THAT WE ARE
19 PRESENTING HERE TONIGHT FOR OUR COUNTY POSITION. ALL THREE
20 COUNTY COMMISSIONERS HAVE SIGNED THIS DOCUMENT.

21 MY OPENING COMMENT WILL BE THAT WE OPPOSE ALL
22 WILDERNESS WHATSOEVER IT MAY BE UNTIL THE COURT DETERMINES
23 WHETHER OR NOT ESTABLISHING A WILDERNESS AREA WILL GIVE AN
24 INHERENT RIGHT TO THE WATER THAT FLOWS THROUGH IT.

25 NOW, ON DANIELS CANYON. THIS PORTION IS

LCO-24.4

1 LCO-24.4
2 (cont.)
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CONTIGUOUS TO DINOSAUR NATIONAL MONUMENT, AND IF DESIGNATED
TO BE WILDERNESS, THE MANAGEMENT OF THIS SMALL AREA WOULD
EVENTUALLY GO TO THE NATIONAL PARK SERVICE. THIS WOULD MEAN
THE POSSIBILITY OF CLOSING THE AREA TO BIG GAME HUNTING AND
PREDATOR CONTROL. THIS WOULD NOT BE IN THE BEST INTEREST OF
THE COUNTY RESIDENTS.

IT WOULD BE THAT IN THE FUTURE WE MAY WANT TO
PROPOSE A ROAD FROM THE VISITOR CENTER AND QUARRY TO
HARPER'S CORNER. THIS WOULD BE ALONG THE PROPOSED
DESIGNATED SITE, AND AFFECT THE POTENTIAL OF THAT.

CLUB CREEK AND ITS TRIBUTARIES, WHICH INCLUDE
DANIELS CANYON, HAVE BEEN ADJACENT TO THE RANCHES. THE
RANCHER HAS FUTURE PLANS FOR DEVELOPMENT OF SPRINGS AND
RESERVOIRS. THIS WOULD DENY HIM THE PRIVILEGE TO DO SO.

WINTER RIDGE. THIS COMMENT IS IN REGARD TO WINTER
RIDGE WSA. WE THINK THAT THE BLM DID DO A THOROUGH STUDY ON
THE FIRST REVIEW OF WINTER RIDGE, AND WE CONCUR WITH THEIR
FINDINGS, THAT IT WAS NOT SUITABLE FOR WILDERNESS. IT

DOESN'T HAVE THE FEATURES ESSENTIAL FOR WILDERNESS SUCH AS
THERE IS HARDLY ANY WATER SUPPLY, HOT AND DRY IN THE SUMMER,
WITH GNATS LARGE ENOUGH TO CARRY YOU AWAY. IT HAS VERY
LITTLE USE BY ANY GROUP OTHER THAN HUNTERS COMING IN DURING
THE HUNTING SEASON. IT DOES HAVE A HIGH POTENTIAL FOR
ENERGY DEVELOPMENT. THE SURROUNDING AREA AROUND WINTER
RIDGE PRESENTLY HAS NUMEROUS OIL AND GAS WELLS. ALSO THERE

LCO-24.5

LCO-24.6

COMMENT LETTER LCO-24

LCO-24.6
(cont.)

1 IS OIL AND GAS INSIDE THE STUDY AREA. THEREFORE THE
2 POTENTIAL IS CERTAINLY THERE FOR THIS DEVELOPMENT. IT
3 DOESN'T HAVE ANY ENDANGERED SPECIES THAT WE ARE AWARE OF.
4 SO THERE'S REALLY NOTHING THERE TO LOOK AT IF YOU ARE
5 CONSIDERING LOOKING FOR ENDANGERED SPECIES. THIS AREA IS NO
6 DIFFERENT THAN THE REST OF THE AREA CONSIDERED TO BE THE
7 BOOK CLIFFS.

8 IN CLOSING I WOULD LIKE TO SAY THAT OUR BLM
9 DISTRICT HAS DONE EXCEPTIONALLY WELL IN THE STUDY OF THESE
10 AREAS, AND THEIR STUDIES HAVE DETERMINED THAT BOTH THESE
11 AREAS ARE NOT SUITABLE FOR WILDERNESS. WE CONCUR WITH THESE
12 FINDINGS. SIGNED BRYCE CALDWELL, NEAL DOMGAARD, TOM WARDLE
13 AS THE THREE UTAH COUNTY COMMISSIONERS.

14 MR. PULFORD: THANK YOU, MR. DOMGAARD. MR. VERNON

COMMENT LETTER LCO-25

August 12, 1986

Mr. Roland Robison, Director
Utah State Office
Bureau of Land Management
324 South State Street
Salt Lake City, Utah 84111

Dear Mr. Robison:

The following comments on the BLM draft EIS on Wilderness are submitted to you on behalf of county governments in Utah. As you know, Wilderness is a significant concern to county officials. We are suspicious of what the ultimate management scheme will look like not just for areas designated as Wilderness but for the lands surrounding these designated areas.

The BLM draft EIS on Wilderness has several flaws and deficiencies. It fails to recognize the State Class D Road System enacted in SB 37 in the 1978 Budget Session of the Utah Legislature. Many of the roads included in this Class D Road System were recognized and protected by federal law until October 21, 1976 when the Federal Land Policy and Management Act (FLPMA) was passed. The State statute was enacted to continue that recognition and protection because these roads are public rights of way, they serve a public purpose and are for the public use. The failure of BLM to recognize them means that BLM intends to close these public roads where they traverse Wilderness areas and thus curtail the purpose, use and economic benefit these public roads provide.

A reply from Assistant Secretary of Interior Guy R. Martin to an inquiry made by then U.S. Representative Gann McKay regarding roaded and roadless areas and dated February 6, 1978, stated that the definition of a road, for purposes of inventorying Wilderness "does not allow all access routes to be recognized as roads, but does allow an access route that was simply bladed in without drainage and that receives enough maintenance to keep it open to be classified as a road. Even the use of hand tools will be regarded as a maintenance device. The main issue in determining a road is that it serves the access needs or commerce for a predetermined or planned purpose, be it public or private."

I submit to you that the BLM has done a disservice to Utah by not giving proper recognition to these Class D roads. They are recognized by the State and meet the criteria of a road by your own 1978 standard.

The economic impact data in the draft EIS is a glaring deficiency and does not meet the requirements of the National Environmental Policy Act (NEPA). The BLM has simply done a calculation of the loss of federal lease moneys from these

LCO-25.1

Mr. Roland Robison
August 12, 1986
Page Two

LCO-25.1
(cont.)

areas if designation takes place. NEPA requires a comprehensive analysis and assessment of local economies and in the aggregate, the State economy by evaluating the loss of jobs, loss of industry and industry potentials as well as loss of federal revenues and revenue potential. These assessments are also to include resultant impacts due to nondevelopment of resources. In conjunction with this assessment of economic data, the minerals information is nothing more than a library search. The BLM has little idea of what the mineral estate potential of most of these WSA's is because no new data was generated. If your library search did not show a mineral or resource to exist in a WSA, as far as you are concerned by your Wilderness EIS, that resource does not exist. That approach carries with it the potential for serious economic consequences for rural Utah and the State as a whole.

In short, the BLM draft EIS is seriously deficient in assessing and evaluating the impacts of designation on local and State economies and does not meet the standards prescribed in federal law.

The decision rendered in Sierra Club v. Block in November, 1985 has caused great concern among county officials. This so-called reserved water rights case, we believe and so do many others, calls into question virtually every water project in this State. We strongly disagree with the purported statement which you made suggesting the reserved water rights question was not very important to the state of Utah as it relates to the Wilderness issue. This cavalier attitude, we believe, is not reflective of more careful thought and is not in the best interests of this State. The Utah Association of Counties has adopted a Resolution opposing the reserved water rights decision. A copy of that Resolution is attached. The draft EIS does not deal with the reserved water rights issue at all. We believe the final EIS must.

The Utah Association of Counties supports SCR No. 1, passed in Special Session by the Utah State Legislature with the Governor concurring therein. A copy of that Resolution is attached. This Resolution accurately reflects the concerns of this State and especially those who must live with the Wilderness decisions on a daily basis.

I hope these comments are helpful to you in assessing the position of local governments on the Wilderness issue in Utah.

Kindest regards,

Patrick B. Nolan

Patrick B. Nolan
Garfield County Attorney
Utah Association of Counties Secretary-Treasurer

pbn/lk
attach.

LCO-25.2

LCO-25.3

RESOLUTION ON RESERVED WATER RIGHTS IN WILDERNESS

WHEREAS, the Federal District Court of Colorado in the case of Sierra Club v. Block held that Wilderness designation creates federal reserved water rights in the areas of designation;

WHEREAS, a federal reserved water right does not conform in all respects to Western States' water law. The right is based on the assumption that Congress, when reserving land from the public domain for a particular purpose, impliedly reserved sufficient water to accomplish the primary purpose of the reservation;

WHEREAS, the priority date of the federal reserved water right relates back to the date on which the lands were reserved from the public domain thus giving this water right superior status to the water rights of all those who appropriated water after the reservation date;

WHEREAS, a federal reserved water right for Wilderness is basically a nonconsumptive instream flow right, the nature of which would command the entire flow of the stream, maintenance of a given lake level, or the continuance of ambient water tables with respect to ground water rights, as of the date of the Wilderness designation;

WHEREAS, a federal reserved water right for downstream Wilderness areas could affect the entire reaches of streams and rivers by requiring maintenance of historic flows, thus impacting nearly all Western water projects and even curtailing some;

NOW THEREFORE BE IT RESOLVED, that the Utah Association of Counties repudiates the Colorado District Court decision rendered in Sierra Club v. Block as being counter to the interests of the West and its citizens.

BE IT FURTHER RESOLVED, that the Utah Association of Counties file an amicus curiae brief through Mountain States Legal Foundation in Denver, with the Tenth Circuit Court of Appeals and when appropriate with the United States Supreme Court to overturn this unacceptable District Court decision.

COMMENT LETTER LCO-26

COMMENTS ON BLM WILDERNESS PROPOSAL

As a member of the Utah Weed Control Association, The Western Society of Weed Science, The Southeast Idaho Weed Control Association, Bear River R. C. and D., The Idaho Weed Control Association and the Tri-State Weed Coordination Committee as well as the Chairman of the Utah Weed Control Supervisors Association, The Weed Supervisor Representative on the Tri-State Weed Coordinating Committee and the Weed Control Supervisor for Cache County, Utah, I wish to comment on the following points of concern of the BLM Wilderness Proposal

I. I find, through contacts within various Counties, that the BLM has only a limited inventory of NOXIOUS WEEDS listed under the Utah Noxious Weed Act: Title 4 Chapter 17, Utah Code Amended 1-1985.

II. No written policy exists, on a state-wide basis, by the BLM for the surveying of BLM property to map areas of infestation of NOXIOUS WEEDS. There are no budgeted funds to control or contain the further invasion of NOXIOUS WEEDS on BLM land. This is due to, at least, the lack of trained and educated personnel to recognize and control the individual NOXIOUS WEEDS.

III. Cooperative agreements with County Weed Control Departments, if trained BLM personnel, needed equipment and spray materials are unavailable, are needed to achieve control of all noxious and invading weeds (Refer to memorandum from Utah Department of Agriculture, Oct. 11, 1985).

IV. Failure to control this lack of proper management of NOXIOUS WEEDS precludes the inclusion of any BLM land into Wilderness designation. Until some reasonable action is taken to assure owners of adjoining lands that Wilderness areas are not an economic threat, these infested areas should not be included.

COMMENT LETTER LCO-26

COMMENTS ON BLM WILDERNESS PROPOSAL (Continued)

V. The use of all land infested by NOXIOUS WEEDS by livestock, recreationists, hunters, fishermen, campers, hikers, wildlife and etcetera, must be minimized until programs and activities are initiated to prevent further spread of NOXIOUS AND INVADING WEEDS.

VI. The perception of the co-existence of natural pristine conditions of wilderness lands and introduced plants, known as NOXIOUS AND INVADING WEEDS, is false and extremely threatening and counter productive. NOXIOUS WEEDS are persistent and extremely difficult to eradicate, let alone control, in remote and inaccessible areas, unless all alternative methods and equipment (including aerial spraying) are employed by competent and experienced personnel.

VII. The education of all elements of society, using wilderness areas, must be considered and implemented to assure that everyone cooperates in the preservation of the wilderness concepts, principles and practices. This can be accomplished by the voluntary participation of all Public, State and Federal agencies, as well as the Extension Service. Certainly, special interest groups, as well as any interested participating individuals, should be included.

Allen Gardner
Box C
Logan, Utah
84321

POLICY STATEMENT

NEW AND INVADING POTENTIAL NOXIOUS WEEDS
-Page 2-

County weed departments, private property owners, farmers, ranchers, and state and federal agencies are encouraged to be aware of the presence of these New and Invading weeds on their property. The Department encourages all property owners to develop and implement control measures that will control and prevent the spread of these invading weeds. It is the desire of the Department to prevent these invading weeds from reaching a level of infestation that would require them to be declared a State Noxious Weed. Counties where known infestations of these weeds occur are encouraged to declare these New and Invading weeds as County Noxious Weeds. And to develop and implement control programs against these weeds.

NEW AND INVADING WEEDS

The following weeds are hereby designated and published as New and Invading Weeds:

- | | |
|---------------------------|------------------------|
| 1. Black henbane | Hyoscyamus niger |
| 2. Dalmation toadflax | Linaria dalmatica |
| 3. Goatsrue | Galega officinalis |
| 4. Jointed goatgrass | Aegilops cylindrica |
| 5. Water hemlock | Cicuta douglasii |
| 6. Poison hemlock | Conium maculatum |
| 7. Yellow star-thistle | Centaurea solstitialis |
| 8. Yellow nutsedge | Cyperus esculentus |
| 9. Spotted knapweed | Centaurea maculosa |
| 10. Wild proso millet | Panicum miliaceum |
| 11. Squarrose knapweed | Centaurea squarrosa |
| 12. Diffuse knapweed | Centaurea diffusa |
| 13. Silverleaf nightshade | Solanum elaeagnifolium |
| 14. Velvetleaf | Abutilon theophrasti |

My name is Kurt L. Young, I am a Washington County Commissioner and I would like to discuss the nine (9) wilderness study areas located in Washington County.

RED MOUNTAIN

The Red Mountain Wilderness Study Area is located on BLM lands in southwestern Washington County, Utah, approximately 9 miles northwest of St. George City and immediately north from the Town of Ivins.

This wilderness study area contains 18,250 acres of public land.

The Washington County Commission is opposed to any wilderness designation of the Red Mountain Wilderness Study Area.

Less than 25 percent of the Red Mountain Wilderness Study Area has been characterized by the BLM as having either outstanding opportunities for solitude or primitive and unconfined recreation. The Wilderness Study Area lacks any major special features other than views available from the rim. This Wilderness Study Area is underlain by a sizeable aquifer which has yielded successful water wells in the adjacent Snow Canyon State Park. Although this aquifer is presently closed to water rights appropriations, the possibility exists that future growth of St. George and other surrounding communities may necessitate re-opening of negotiations for water rights applications in order to supply needed culinary water. Wilderness designation could greatly preclude potential future use of this aquifer as a municipal water source for expanding communities in Washington County.

LCO-27.1

COMMENT LETTER LCO-27

COTTONWOOD CANYON

LCO-27.2 The Cottonwood Canyon Wilderness Study Area is located in southwestern Washington County, Utah, approximately 3 miles north from the City of Washington.

This Wilderness Study Area covers a large groundwater aquifer contained in the Navajo Sandstone. Both St. George and Washington cities have drilled successful water wells in this formation.

The "All Wilderness" alternative removes from future development a potential municipal water source of between 14,000 and 84,000 acre-feet per year.

The Washington County Commission is opposed to any wilderness designation of the Cottonwood Canyon Wilderness Study Area.

The Cottonwood Canyon Wilderness Study Area contains substantial and necessary culinary water sources for six (6) local municipalities in Washington County. This desert area contains the fastest growing communities in the State of Utah, and therefore no actions should be implemented which may cause conflict with the future development of needed culinary water sources.

CANAAN MOUNTAIN

LCO-27.3 The Canaan Mountain Wilderness Study Area is located in southeastern Washington County, Utah and southwestern Kane County, Utah.

This Wilderness Study Area contains 47,170 acres of public land, approximately 91 percent (91%) of which are in Washington County.

The Washington County Commission supports wilderness designation for the portion of Canaan Mountain Wilderness Study Area described in the ELM's Partial Wilderness Alternative. This wilderness alternative encompasses 32,800 acres

COMMENT LETTER LCO-27

of public lands, and is the alternative favored by the ELM. Support by local governments is contingent upon the stipulation that valid existing water rights be maintained, including access and maintenance rights for existing water developments, and access to state lands.

The Canaan Mountain Wilderness Study Area is highly scenic and offers outstanding opportunities for solitude and primitive, unconfined recreation. In addition, wilderness designation would cause no major conflicts with other resources, either present or future.

THE WATCHMAN

LCO-27.4 The Watchman Wilderness Study Area is located in eastern Washington County, Utah, less than one mile east from the Town of Springdale. The Wilderness Study Area is adjacent to Zion National Park and the National Park Service's endorsed wilderness proposal for 120,620 acres. The Wilderness Study Area is bounded by National Park Service lands on the east, ELM lands on the west, and private land on the north and south.

This Wilderness Study Area contains 600 acres of public land managed by the ELM.

The Washington County Commission is opposed to any wilderness designation of The Watchman Wilderness Study Area while it remains under ELM management. It is recommended that this small parcel of ELM land be transferred from BLM to the National Park Service jurisdiction through legislative enactment of a park expansion bill.

As an independent wilderness area, the Wilderness Study Area's small size of 600 acres does not provide outstanding opportunities for either solitude or

primitive and unconfined recreation. Transfer of this parcel from BLM to National Park Service jurisdiction would allow the area to be considered for wilderness status as part of the larger National Park Service proposal.

RED BUTTE

LCO-27.5

The Red Butte Wilderness Study Area is located in eastern Washington County, Utah, approximately 15 miles north from the Town of Virgin, Utah. The Wilderness Study Area is adjacent to Zion National Park and the National Park Service's endorsed wilderness proposal for 120,620 acres.

This Wilderness Study Area contains 804 acres of public land managed by the BLM.

The Washington County Commission is opposed to any wilderness designation of the Red Butte Wilderness Study Area while it remains under BLM management. It is recommended that this small parcel of BLM land be transferred from BLM to National Park Service jurisdiction through legislative enactment of a park expansion bill.

BLM management of the Red Butte Wilderness Study Area is uneconomical due to its small size and isolation from other BLM lands. As an independent wilderness area, the Wilderness Study Area's small size of 804 acres does not provide outstanding opportunities for either solitude or primitive and unconfined recreation.

GOOSE CREEK CANYON

LCO-27.6

The Goose Creek Wilderness Study Area is located in the northeast corner of Washington County, Utah.

This Wilderness Study Area contains 89 acres of public land managed by the BLM. The Washington County Commission is opposed to any wilderness designation of the Goose Creek Canyon Wilderness Study Area while it remains under BLM management. It is recommended that this small parcel of BLM land be transferred from BLM to National Park Service jurisdiction through legislative enactment of a park expansion bill.

BLM management of this Wilderness Study Area is uneconomical due to its small size and isolation from other BLM lands. As an independent wilderness area, the Wilderness Study Area's small size of 804 acres does not provide outstanding opportunities for either solitude or primitive and unconfined recreation.

BEARTRAP CANYON

LCO-27.7

The Beartrap Canyon Wilderness Study Area is located in the northeast corner of Washington County, Utah.

This Wilderness Study Area contains 40 acres of public land managed by the BLM. The Washington County Commission is opposed to any wilderness designation of the Beartrap Canyon Wilderness Study Area while it remains under BLM management. It is recommended that this small parcel of BLM land be transferred from BLM to National Park Service jurisdiction through legislative enactment of a park expansion bill.

BLM management of the Beartrap Canyon Wilderness Study Area is uneconomical due to its small size and isolation from other BLM lands.

COMMENT LETTER LCO-27

TAYLOR CREEK CANYON

LCO-27.8 The Taylor Creek Canyon Wilderness Study Area is located in the northeast corner of Washington County, Utah.

This Wilderness Study Area contains 35 acres of public land managed by the BLM. The Washington County Commission is opposed to any wilderness designation of the Taylor Creek Canyon Wilderness Study Area while it remains under wilderness management. It is recommended that this small parcel of BLM land be transferred from BLM to National Park Service jurisdiction through legislative enactment of a park expansion bill.

LAVERKIN CREEK CANYON

LCO-27.9 The LaVerkin Creek Canyon Wilderness Study Area is located in northeastern Washington County, Utah.

This Wilderness Study Area contains 567 acres of public land managed by the BLM.

The Washington County Commission is opposed to any wilderness designation of the LaVerkin Creek Canyon Wilderness Study Area while it remains under BLM management. It is recommended that this isolated parcel of BLM land be transferred from BLM to National Park Service jurisdiction through enactment of a park expansion bill.

COMMENT LETTER LCO-27

Gentlemen -

LCO-27.10 Only in rare instances should land be set apart as wilderness. On the contrary, back country and so called primitive area's should be opened to all citizens as were the wonders of Yellowstone National Park earlier in this century. Building access roads and trails allows all citizens to enjoy the wonders of this great nation rather than a minority of selected recreationists.

In addition, in this day and age and with the dependency we have on oil, gas, coal as well as other minerals, we cannot justify locking up these resources into wilderness designed areas until an in depth assessment has been made of all mineral bearing lands in the projected Wilderness Study Areas.

BLM WILDERNESS STUDY

COMMENTS

SUBMITTED BY:

WASHINGTON COUNTY CONSERVANCY DISTRICT

August 15, 1985

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WASHINGTON COUNTY CONSERVANCY DISTRICT

BLM WILDERNESS STUDY

COMMENTS

I. IDENTIFICATION OF WASHINGTON COUNTY CONSERVANCY DISTRICT

In 1941, the State of Utah provided for the creation of Conservancy Districts to assist local governments in the development of Utah's water resources. The Washington County Conservancy District (hereinafter referred to as "the District") was created by the District Court in 1962 and was charged with the responsibility of developing water resources for the benefit of both the residents of Washington County and all other citizens of the State of Utah.

Preliminary surveys completed by the District identified the Virgin River as the main source of future water development for Washington County. Since the District's inception, studies have attempted to determine potential locations for storage sites on the Virgin River. These studies have been difficult, as such potential sites are scarce. In the early 1980's, a site was discovered at Quail Creek and was investigated with regard to its potential storage capacities. The District then completed a development proposal which gained 89% public approval and subsequently received bond authorization in the

amount of \$30,000,000.00. The District additionally lobbied for State financial backing. As a result, the State of Utah passed a \$50,000,000.00 bond issue in 1983 which made the construction of the Quail Creek Reservoir possible.

The Quail Creek Reservoir is a 40,000 acre feet of water off-stream Reservoir. Water is delivered to the reservoir through a 9 1/2 mile pipeline which diverts water from the Virgin River to the Reservoir. The pipeline can deliver approximately 170 cubic feet per second ("CFS") to the Reservoir in addition to supplying water to the Hurricane and LaVerkin areas of Washington County. Without upstream storage, the average annual yield of the Quail Creek Reservoir is estimated to be only 22,000 acre feet of water. A discussion of the benefits of the Quail Creek Reservoir is attached hereto as Exhibit "A" and incorporated herein by this reference.

Since the bond election, the District has become the organizational vehicle through which municipal, industrial and agricultural water users of Washington County to plan, finance, construct and operate future water development projects.

The ability of an area such as the arid southwest to grow and progress is tied to water availability. Without sufficient

water, nothing grows. With plentiful water, there are few limitations to proper and beneficial growth.

Washington County is in the middle of an explosive growth period that has no end in sight. Since 1980, Washington County has increased in population by more than one-third (37.3%). In the year of 1985 alone, the County's growth was 9.8%, increasing the population by 3,200 persons.

Another growth indicator is retail sales in Washington County. Sales volume increased 9.2 times from 1970-1985 while the State of Utah as a whole increased 5.4 times over the same period. In 1985, the gain in Washington County sales was 25%, over 4 times the gain of sales statewide which stood at 6%.

Residential construction has risen dramatically since 1976. A total of 3,108 residential dwelling units were authorized for construction in Washington County in 1985. Of all counties in the State only Salt Lake County had more new residential starts than did Washington County, and the City of St. George had 2,913 units, the highest total of new starts for any city in the State. Salt Lake City was second highest with 1,402, with less than one-half as many.

Lest one think that most of the growth in the Washington County area is due to the influx of the retired, one need only examine the school enrollment growth since 1976-77. The average growth of school age children over the past ten years has been 7.67%, or 496 new students each year. The past two years' growth has averaged 956 new students each year, necessitating a strong building program. Since 1984, six new schools have opened. (See Exhibit "D" attached hereto for an indepth analysis of the school district growth analysis.)

With this rapidly expanding growth comes the urgent need for culinary water. The average household consumes approximately one acre foot (325,000 gallons) of water each year. Washington County, over the past ten years, the average number of households in Washington County has increased by 876 per year, creating a need for approximately 1,000 acre feet of additional water in order to satisfy additional annual culinary needs.

To meet this need, the District has identified four future potential reservoir sites on the east side of the County which are presently being evaluated for future development. These potential sites include: Ash Creek, above Torquerville; East

Fork, on the East Fork of the Virgin River; North Creek, above the town of Virgin; and Bulloch Reservoir, on the North Fork of the Virgin River. It is the concern for the development of these future water projects that causes the District to comment on the BLM Proposed Wilderness Study Areas. Based on preliminary reports of these areas, the East Fork and the Bulloch sites appear to be the most feasible.

II. EXECUTIVE SUMMARY OF DISTRICT'S POSITION

The District is opposed to any Wilderness Designation which would either inhibit or prevent the completion of its public charge from the State of Utah -- to develop water resources for the benefit of Washington County and the State of Utah. The District further believes that the Utah BLM Statewide Wilderness Draft Environmental Impact Statement (hereinafter the "EIS") is deficient in that it fails to adequately address issues which impact the planning and development of water projects affecting BLM Wilderness Study Areas (hereinafter "WSAs").

III. SPECIFIC DEFICIENCIES

The District will address only those specific deficiencies which impact two of the proposed WSAs. These are #17 North Fork Virgin River (hereinafter referred to as "North Fork") and #19 Parunuweap Canyon (hereinafter referred to as "Parunuweap") Both are discussed in the EIS in Volume IIIA. The comments which follow are directed to response to the general statement of affected environment issues as contained in the EIS for both WSAs.

A. Parunuweap Canyon, Volume IIIA, Pages 11 to 25

1. Water Resources. The BLM's statement contained in the referenced section does not reflect the necessity for additional storage on the Virgin River in order to meet the increasing water demands of Washington County. The full details of the Parunuweap Reservoir project have not been included in the EIS. The Virgin River and the Vermillion Management Framework Plans ("MFP") have not been updated to reflect the necessity of constructing a storage reservoir in Parunuweap Canyon. The Utah State Division of Water Resources has estimated that the East Fork of the Virgin River provides

LCO-28.2
(cont.)

an average annual water yield in excess of 40,000 acre feet. Several potential reservoir sites having sufficient storage capabilities have been preliminarily identified by the District's Engineers. A discussion of the feasibility of the District's proposed development in East Fork is attached to this Comment as Exhibit "g" and incorporated herein by this reference.

The statement found on page 16 of the Parunuweap

Section of the EIS, that "[+]here are no known private water rights located on public lands within the WSA", is misleading. All of the water in the Virgin River has either been primarily appropriated by the State of Utah or secondarily appropriated in response to surplus applications on file in the State Engineer's Office. The diversion point at which those rights of the various downstream users are presently identified is the Virgin River. The State of Utah has a procedure through which diversion points or storage sites on a river can be changed. The District has made appropriate application to the State for such changes diversion points and storage sites on the Virginia River. These Procedures could allow the District to transfer its' water rights into the area of the proposed WSA in order to allow for the development of a storage reservoir.

LCO-28.4

2. Hydroelectric. The EIS does not reflect the benefits of hydroelectric output associated with either a 35,000 to 40,000 acre foot reservoir or a reservoir which is used in connection with the hydroelectric facilities now in place and others which may be constructed in connection with the Quail Creek project. The ability to coordinate releases and impoundments between two projects will greatly increase the efficiency, output and profitability of the Quail Creek hydroelectric project.

LCO-28.5

3. Recreation. The EIS does not reflect the impact that water-related recreation would have in the WSA if a 35,000 to 40,000 acre foot storage reservoir were in place. Specific reference is directed to the increased recreation taking place at the Quail Creek Reservoir. (See Exhibit "A" attached hereto.) It is true that the recreation opportunities would be different if a reservoir were to be constructed. As with the creation of the Glen Canyon Dam, with which more people have been able to experience the thrill of seeing Rainbow Bridge from Lake Powell, there would be many more "visitor days" in the WSA if a storage reservoir were in place, an addition which would provide water-based recreation in an area which would not otherwise afford this type of recreation.

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LCO-28.6

4. Primitive and Unconfined Recreation. The EIS identifies backpacking as a major activity; however, it glosses over the fact that access to Parunuweap Canyon through Zions Park requires the permission of a private landowner. This landowner often has placed restrictions on canyon access. Most of the recreation visits to this area would be reduced if such access were more fully restricted by this private landowner.

LCO-28.7

5. Special Features. The EIS indicates that the science values are equivalent to those found in Zions National Park. The experience of hiking in a narrow canyon can be obtained within a few miles from Parunuweap, in Zions Park in the famous Zion Narrows. The landscape views would still be available and could be viewed from the water by more citizens.

LCO-28.8

6. Diversity. In Volume I of the EIS, Criterion No. 1 for the Evaluation of Wilderness Values, at page 12, identified a diversity requirement of balancing the geographic distribution of wilderness areas. The Southwest Region, primarily comprised of Washington County, provides sites for 30 of the 82 proposed WSAs, or approximately 37% of the total proposed WSAs. When a WSA like Parunuweap has similar features to those contained in a National Park, then the need to restrict use only to the Wilderness area is diminished.

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LCO-28.9

7. Land Use Plans and Controls. This section points out the land-locked status of Parunuweap Canyon, thereby restricting current access of backpackers into the Canyon area. It accurately reflects the policy of Kane County of encouraging multiple use of the land. This policy appears to conflict with the BLM proposed action. The statement, "There are no recorded rights-of-way, easements, or grants of any type within the WSAs' boundary," is misleading. There are a number of roads which appear on the map at page 7, Volume IIIA, Parunuweap WSA. Moreover, it is the policy of Kane County that these are public roads. Under Utah law, many roads become public roads by means of unrecorded prescriptive easements. Finally, the EIS fails to take into consideration the extent to which these "public roads" are traveled. (See Exhibit "C" attached hereto, which is a map of the public roads in the subject areas). Several of these roads provide complete direct access to the Reservoir sites in the bottom of the Canyon.

LCO-28.10

The State of Utah Plans and Policies emphasize the importance of economic return, and correspondingly allow for the construction of the Reservoir proposed by the District.

LCO-28.11

The EIS statement regarding the District's proposed Reservoir fails to discuss the benefits flowing from the

LCO-28.11
(cont.)

construction of a dam. These include significantly reduced soil erosion and elimination of the existing uncontrolled downstream flooding damage. Control of these situations would significantly improve water quality for all downstream users.

LCO-28.12

8. Socioeconomics. The BLM's analysis of the project has been related solely to Kane County. Nevertheless, the primary socioeconomic impact of creating the Parunuweap WSA would be in Washington County, not Kane County. Although the proposed Parunuweap Reservoir site is geographically located in Kane County, the terrain in which it is located renders its direct water usage by Kane County residents a nullity; in contrast, the project will dramatically impact Washington County.

In addition, the figures for demographics, employment, income and revenues need to reflect the impact of this project on the future of both Washington County and Kane County. The revenues and income should also reflect the impact of county-wide building moratoriums in Washington County.

Exhibit "D", attached hereto and incorporated herein by this reference, contains the growth statistics with

LCO-28.12
(cont.)

corresponding graphs determined for Washington County. These statistics indicate that the limiting factor for continued growth in the County will be the ability of the District to provide the necessary water for such growth.

B. North Fork Virgin River

LCO-28.13

1. Water Resources. The EIS is deficient because it does not recognize the fact that the District is considering the construction of the Bulloch Reservoir immediately upstream from the North boundary of the proposed WSA. Contrary to the BLM's representation in the EIS, there are existing water rights in the area. Water rights have been acquired by the District which would allow for construction of a reservoir on private property immediately north of the WSA. The proposed change of diversion and location of storage rights can be granted by the Utah State Engineer. The feasibility plans for the Bulloch Reservoir, prepared by the District, are attached hereto as Exhibit "E" and incorporated herein by this reference.

2. Hydroelectric. Because the EIS does not disclose the relationship between the proposed Bulloch Reservoir and the current Quail Creek Reservoir, it does not adequately project

LCO-28.14

COMMENT LETTER LCO-28

LCO-28.14
(cont.)

the revenues from hydroelectric facilities at Quail Creek which could be built with the increased upstream storage capacity.

IV. GENERAL CONCERNS ABOUT WATER DEVELOPMENT

A. Utah's Need For Water Development

Since the pioneers first settled in Washington County, residents in that area have been struggling to develop water resources from the Virgin River. Many dams have been washed out by uncontrolled floodings of the river, and yet, the people kept trying. The Hurricane Canal, a diversion of the Virgin River which was built in order to provide water for the town of Hurricane is an example of the dedication of the people of Washington County to water development. The time lapse taken for the conceiving, planning, filing, financing and construction of the Quail Creek Project was less than three years, in contrast to the forty years it takes to plan and execute Federal water projects. The District has demonstrated its ability to do successful water projects. The growth of Washington County demands the need for future water projects because water will be the limiting factor to the economic strength of southwestern Utah. The State of Utah's policy is to foster responsible economic growth. (See Exhibit "D".)

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LCO-28.15
(cont.)

A key principal of Western Water Law is the term "beneficial use". According to the principle, water must be used by the one with the most beneficial use. The State of Utah has certain rights to the waters of the Virgin River, located in the lower Colorado Basin. The District is the public entity authorized by the Utah State Engineer to develop much of Utah's remaining allocation of water in the Virgin River. Unless the water is stored in the Virgin River Basin, the water flows out of the State to the benefit of users in Nevada, Arizona and California. Once the water flows past St. George, it is no longer available for Utah use.

The State has conducted extensive investigations of the water producing capabilities of the Virgin River Basin. After completing the Utah Division of Water Resources' study, Hydrologic Inventory of the Virgin and Kanab Study Units (1983), a copy of which is attached hereto as Exhibit "F" and incorporated herein by this reference, the State recognized that

With the ever increasing demand for water in Washington County it is almost certain that as much water will be developed as possible. It is also quite certain that part of that water development will be a major project on the Virgin River . . .

Hydrologic Inventory at p. 124. After the passage of the Federal Reclamation Act in 1902 State and Federal officials

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LCO-28.15
(cont.)

have attempted to develop the water of the Virgin River. The Hydrologic Inventory is a comprehensive study of the availability of water for development in Utah.

The economic growth of southwestern Utah depends upon the District's continued ability to develop the waters of the Virgin River. Once the water of Quail Creek is fully used, currently projected to occur in the 1990's, the County must either issue building moratoriums or have additional water developed from the Virgin River. The ability of the District to construct two additional upstream reservoir's at Bulloch on the North Fork and at Parunuweap on the East Fork is essential for both Washington County and the State of Utah. These reservoirs would store the heavy spring run-off and the flash summer storms, provide critical flood control protection, and improve the quality of the water delivered to downstream users because of the removal of the silt. The stored water would be released in a coordinated fashion in order to allow the water to be transferred into the Quail Creek Project when needed. The water would be treated at Quail Creek and ultimately delivered to either municipal or agricultural users. In the process of such delivery, needed hydroelectricity would be generated to further assist the residents of the area.

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LCO-28.16

B. Water Development is Consistent With Wilderness Act

The Forest Service Organic Act of 1897, 30 Stat. 34, 16 U.S.C. 473 et seq., demonstrates that Congress intended national forests to be reserved for only two purposes, "to conserve the water flows and to furnish a continuous supply of timber for the people." 30 Cong. Rec. 967 (1897 Cong. McRae). This Federal policy is not inconsistent with the need for the District to conserve the waters of the Virgin River.

The "Statement of Management" for Zions National Park is "to maintain the quality and flow of water from all natural water sources that have been traditionally important in serving domestic needs and in perpetuating the park's ecological communities." (USDI, NPS, 1976).

The legislative history of the Wilderness Act establishes that Congress was concerned with protecting watersheds, preserving water flows for downstream irrigation and domestic use, preserving the character of the wilderness, and providing for recreation:

If we do not act now to conserve our vanishing wilderness, it will soon be lost forever. The wilderness not only is

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(cont.)

important to those who love the outdoor life and the sportsman who hunt and fish there; it is equally needed for nature studies and general scientific inquiry, and for wise watershed and wildlife conservation. 110 Cong. Rec. 5942 (Statement of Sen. Church).

The Congressional Record further provides that:

One of the purposes of the proposed legislation is to prevent a further opening up of the area, which is what has occurred in past years, so that the scenic and wilderness values, which are predominant values, can be preserved, and so that the wildlife and the watershed can be preserved as well." 110 Cong. Rec. 5942, (Statement of Sen. Church).

By protecting the natural state of the watersheds, Congress intended to improve the availability and purity of the water for downstream users. (See S.R. Rep. No. 109, 88th Cong., 1st Sess. at 15 (1963), where Congress indicated that wilderness areas "provide watershed protection and clear, pure water for users below them".) In Sierra Club v. Block, 622 F. Supp. 842 (1985), the Court stated in dicta that the "conservation and recreation purposes of the Wilderness Act do not conflict with the purposes of conserving water flow. In fact, these purposes are completely compatible." Sierra Club, 622 F. Supp. at 860.

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LCO-28.16
(cont.)

The production of quality water supply from wilderness areas was one of the purposes of the Act, as indicated by Congressional statements:

Not only do opportunities for primitive recreation and wildlife habitat protection abound in these areas, but perhaps more importantly, their natural production of invaluable supplies of high quality water provides a compelling reason for preserving them in their natural state. H.R. Rep. No. 96-617, 96th Cong., 1st Sess. at 4 (1979).

The intent of Congress has remained consistent, as evidenced by Representative Libonati's statement that "Congress also considered watershed protection and conservation of water flows to be an important and primary purpose of the wilderness areas." (110 Cong. Rec. 17444).

When Congress created the Wilderness Act, it was clear that it did not want to interfere with existing water projects. For example, with respect to the La Garita Wilderness, Congress stated that:

Water diversion facilities exist within a portion of the proposed additions, and it is the committee's intention that wilderness designation not interfere with necessary preparation, maintenance or repair of such facilities. H.R. Rep. No. 617, 86th Cong. 1st Sess. at 9 (1979).

LCO-28.17

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LCO-28.17
(cont.)

Additionally, with respect to the Holy Cross Wilderness Area, Congress stated that:

No right, or claim of right, to the diversion and use of existing conditional water rights for the Homestake Water Development project by the cities of Aurora and Colorado Springs shall be prejudiced, expanded, diminished, altered, or affected by the Act. Nothing in this Act shall be construed to expand, abate, impair, impede, or interfere with the construction, maintenance or repair of said project, nor the operation thereof, or any exchange or modification of the same agreed to by the cities and the United States, acting through any appropriate agency thereof. Pub. L. No. 96-560, § 102(a)(5); 94 Stat. 3265 (1980).

A review of the Legislative History behind the Wilderness Act indicates Congressional support for conservation of water and improvement of water quality and flows for the benefit of the downstream user. It also indicates a concern for meeting the needs of local communities by making sure that water development projects are not thwarted by wilderness designation.

In light of this legislative history, the development of the two upstream projects proposed by the District is consistent with the intent of the Wilderness Act.

V. ALTERNATIVE PROPOSALS

The "no action" proposal contained in the EIS would allow the upstream development proposed by the District. The BLM's proposed action for Parunuweap WSA would disallow the construction of a reservoir on the East Fork. Each of the other partial wilderness proposals would also make it impossible to develop the water resources of the East Fork of the Virgin River.

LCO-28.18

A possible variation could be a modification of the proposed action similar to that contained in the recommended proposals for the Cottonwood Canyon WSA, Volume IIIa. Since the time the City of St. George has started developing culinary wells in Washington County in order to increase its municipal supply, the BLM has recommended the implementation of a modified wilderness proposal which would allow new water resource facilities or watershed activities not otherwise related to rangeland or wildlife management, if they were found to be enhancing to wilderness and necessary to correct conditions imminently hazardous to life or property, or if they were found to be authorized by the President pursuant to Section 4(d)(4)(1) of the Wilderness Act.

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LCO-28.18
(cont.)

The BLM proposal also designated that the area proposed for future development by the City of St. George was an area which could be expanded to allow for further water resource facility developments if those were completed in accordance with the MFP and with attention to the concern for wilderness values.

This type of modification is authorized by the Wilderness Act to include diversion and impoundment when the use of the water resources is necessary for the public interest. 16 U.S.C. 1133(d)(4). The development can be provided for by adopting a new or modified wilderness proposal, such as that proposed in the Cottonwood Canyon, or by obtaining a Special Presidential Designation from the full wilderness proposals. Regardless of which alternative is ultimately taken, it is clear that there is a compelling public interest in allowing for the development of the Virgin River water as proposed by the District.

VI. CONCLUSION

LCO-28.19

With approximately 37% of the proposed WSAs in the EIS located in the Washington County and western portion of Kane County, Washington and Kane County residents have been asked to

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LCO-28.19
(cont.)

forego future development and growth for the sake of maintaining Wilderness. This proposal appears unduly burdensome to these residents when considered in light of the screeching halt such a proposal would have the orderly development of Utah's share of the lower Colorado River Basin water found in the Virgin River Basin.

The District is charged with a public trust, authorized by the State of Utah, to develop water resources. This type of development is not a competing commercial development; it is compatible with the intent of the Wilderness Act in that it will protect property and lives from flooding, provide needed water supply for both the Park and the downstream users, improve the quality of water, reduce soil erosion, and provide water-based recreation for many more of the country's citizens.

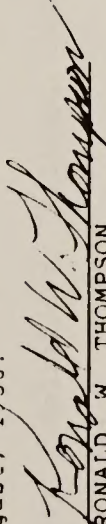
The choice appears to be a classical confrontation between wilderness advocates and the developers, and yet, upon closer examination, the development of this water resource is consistent with the varied purposes of the Wilderness Act. The developments would be completed by a public entity for the benefit of the public, and the use of the water resources flowing therefrom would benefit the Park and the downstream users located a considerable distance away from any of the WSAs.

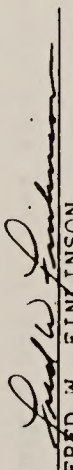
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LCO-28.19
(cont.)

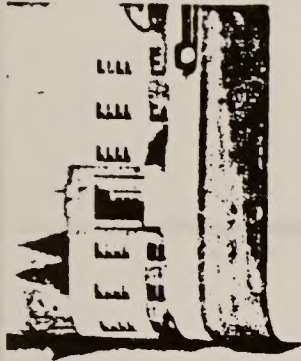
The development of the upstream storage proposed by the District on the upper Virgin River should not be deterred by the wilderness designations in either the Parunuweap or the North Fork WSAs.

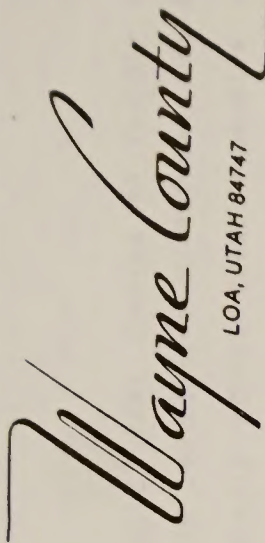
DATED this 15th day of August, 1986.


RONALD W. THOMPSON
General Manager, Washington County
Conservancy District


FRED W. FINLINSON
Special Counsel, Washington County
Conservancy District

CDN2986S




LOA, UTAH 84747

CLERK: NAD RASMUSSEN
DEPUTY: TEX R. OLSEN
JUDITOR: PATRICIA H. TAYLOR
STEVE BROWN

COMMISSIONERS:
MEEKS MORRELL, CHAIRMAN
JOHN A. BRINKERHOFF
DUANE BUCHANAN
ERNEST OYLER, ROAD SUPERVISOR

April 8, 1986

WAYNE COUNTY COMMISSION STATEMENT CONCERNING
WILDERNESS/PUBLIC LAND ISSUES

The Wayne County Commission feels a need to become involved in the direction of management and development of public lands in the state and county.

The traditional multiple-use concept for public lands in general is favored by the commission and the citizens of our county. The concept permits use of mineral, livestock grazing, and recreational resources as well as the protection of watersheds. We feel that the harvesting of minerals, timber, and recreational use must be kept in order for the people of our areas to maintain a livelihood.

Management of public lands changes so rapidly and the changes are generally restrictive in nature. The restrictive policies adversely affect local economies and government. Public lands are located all across the state for instance in Wayne County there are 1,578,983 total acres of land, and of this total 1,380,940 acres are federally owned, 143,021 are state owned leaving 53,914 as locally owned. In considering these figures the management of those areas of land not locally owned, has become of great concern.

We are looking forward to developing our water resources, and tourist industry in the next few years. Tourism is the backbone and the future of Utah therefore we have need of not restricting our land to those individuals who may want to visit. This would include the senior citizens, or the handicapped, or people with small children in their families. The livestock industry has been hard hit with the economic depression of our country in farming communities. We must protect those people who rely on the forest and BLM grounds for grazing.

We believe if the negative aspects of management were weighed against those which would be positive that the impact of increased governmental restrictions over public lands would be decreased instead of increased. If public input is considered and the feelings of the local government officials is heard the multiple-use concept will be utilized in future management of public lands.

LCO-29.1

LCO-29.2

We certainly hope that any plans of future changes in management concepts will be expressed and that public comment will continue to be a big part of the decisions.

The commission acknowledges that there is some need for management in order to achieve total benefit of all lands for all purposes, however, we strongly oppose any of those plans which will prohibit any multi-purpose atmosphere.

We appreciate the consideration and opportunity to express our thoughts and the feelings of the people we represent and look forward to any additional opportunities in dealing with public land management concepts.

Myeks Morrell, Chairman

John A. Brinkerhoff
John A. Brinkerhoff

Duane R. Buchanan
Duane R. Buchanan

LCO-29.3

We'll now hear from Duane Buchanan, County Commissioner.

DUANE BUCHANAN, Wayne County Commissioner, made the following presentation:

MR. BUCHANAN: I wasn't expecting to get up and make a comment, but since I'm here I might as well.

The County Commission has already submitted a letter on their feelings towards the Wilderness area and I think it expresses our views pretty well. My own thoughts on this is that I think that we're kind of overdone with the wilderness areas in this part of the state anyway, and I am surely against it. I think that Wayne County, if they keep going, that there's not going to be too much of it left that belongs to the rest of us. I think that over 90 percent of it belongs to the government now, and I don't

1 think that's right. I think that we need what we do have
 2 left. I think that we need to leave it right where it is
 3 and just forget the wilderness areas, and that's all the
 4 comments I have. Thank you.

5 PANEL JUDGE: Thank you, Commissioner. Commis-
 6 sioner Morrell.

7 MEEKS MORRELL, Wayne County Commissioner Chairman, made
 8 the following presentation:

9 MR. MORRELL: Mr. Chairman, Professional Panel,
 10 I am pleased to be here tonight and to have some input on
 11 this wilderness study designation. I think Mr. Williams
 12 and Commissioner Buchanan pretty well summed up the feelings
 13 of Wayne County citizens, but we have an official document
 14 here that I'd like to read.

15 "WAYNE COUNTY COMMISSION STATEMENT CONCERNING WILDER-
 16 NESS/PUBLIC LAND ISSUES.--The Wayne County Commission feels
 17 a need to become involved in the direction of management
 18 and development of public lands in the state and county.

19 The traditional multiple-use concept for public lands
 20 in general is favored by the commission and the citizens
 21 of our county. The concept permits use of mineral, live-
 22 stock grazing, and recreational resources as well as the
 23 protection of watersheds. We feel that the harvesting of
 24 minerals, timber, and recreational use must be kept in order
 25 for the people of our areas to maintain a livelihood.

25

1 Management of public lands changes so rapidly and
 2 the changes are generally restrictive in nature. The re-
 3 strictive policies adversely affect local economies and
 4 government. Public lands are located all across the state.
 5 For instance in Wayne County there are 1,578,983 total acres
 6 of land, and of this total 1,380,940 acres are Federally
 7 owned, 143,021 are state owned leaving 53,914 as locally
 8 owned. In considering these figures the management of those
 9 acres of land not locally owned has become of great concern.

10 We are looking forward to developing our water re-
 11 sources and tourist industry in the next few years. Tourism
 12 is the backbone and the future of Utah. Therefore, we have
 13 need of not restricting our land to those individuals who
 14 may want to visit. This would include the senior citizens,
 15 or the handicapped, or people with small children in their
 16 families. The livestock industry has been hard hit with
 17 the economic depression of our country in farming communi-
 18 ties. We must protect those people who rely on the forest
 19 and BLM grounds for grazing.

20 We believe if the negative aspects of management
 21 were weighed against those which would be positive that
 22 the impact of increased governmental restrictions over public
 23 lands would be decreased instead of increased. If public
 24 input is considered and the feelings of the local government
 25 officials is heard the multiple-use concept will be utilized

26

1 in future management of public lands.
 2 We certainly hope that any plans of future changes
 3 in management concepts will be expressed and that public
 4 comment will continue to be a big part of the decisions.
 5 The commission acknowledges that there is some need
 6 for management in order to achieve total benefit of all
 7 lands for all purposes; however, we strongly oppose any
 8 of those plans which will prohibit any multi-purpose atmos-
 9 phere.

10 We appreciate the consideration and opportunity to
 11 express our thoughts and the feelings of the people we
 12 represent and look forward to any additional opportunities
 13 in dealing with public land management concepts."

14 At this time we feel that some of the issues that
 15 are seriously threatening are grazing issues, especially
 16 our water rights, and social and economic impact. We would
 17 favor no-action or no-wilderness designation at this time.
 18 Thank you.

PANEL JUDGE: Thank you, Commissioner. Mr.

COMMENTS

of WAYNE COUNTY WATER CONSERVENCY DISTRICT on Utah BLM Statewide Wilderness Draft Environmental Impact Statement Presented May 1986

The Wayne County Water Conservancy District includes the entire area of Wayne County in south central Utah. The District is charged with looking after water matters within its area and developing the water of the area for the benefit of the citizens of the area. We firmly believe that next to people, water is the most important resource within the state of Utah.

In the Draft Environmental Impact Statement (EIS), Volume I, Overview, Summary page 3, Major Issues, 12 major issues are listed that become the framework of the entire study. The impact of the wilderness study areas (WSA) upon water resources and water rights not only within the study areas, but for miles and miles around is not listed as a major impact or evaluated in any way within the statements. As such we feel the statements are incomplete and grossly inadequate because potential impacts of wilderness areas upon water resources and return upon many of the major issues discussed are not addressed. The tip of the iceberg, so to speak, of this huge problem is only very briefly mentioned and dismissed on the basis that it "may not significantly affect the unappropriated water existing in some of Utah's BLM WSAs."

Wilderness areas are created to preserve areas in the "natural wilderness state" in which they existed at the time of designation. This includes water flowing through a WSA or supplying natural vegetation within it. In Volume I, Chapter 5, page 184 and Appendix 2 page 232 the water rights, water resource problems are very briefly introduced.

The problem is centered upon "Federal reserved water rights". The Federal Court decision (Civil Action No. 84-K-2) in Colorado on November 25, 1985 stating that Federal reserved water rights exist in National Forest wilderness areas in Colorado must make us assume in these considerations that Federal reserved water rights will also exist in BLM wilderness areas in Utah. As such any future action in an area upstream, upslope, lateral to, or in an artesian system that is source to any WSA that could possibly alter quantity, quality, or pattern of flow either of surface or subsurface water is at risk.

A proposed water action many miles away from a wilderness area could be opposed by the Federal Government based upon Federal reserve water rights doctrine, and the result could have extensive impacts. The Draft EIS does not address possible WSA

impacts upon off site water rights and water resources nor the impact this will have on the major issues that are discussed. The result is the Draft EIS is grossly inadequate because of its failure to consider the impact upon water matters and the impact of the ripple affect upon the whole social and economic fabric of Utah.

The Draft EIS wrongly supposes that only unappropriated (consumptive use) water is at risk. In addition, approved but undeveloped water rights, future nonconsumptive water uses, and future changes upon existing water rights are at risk. Even water quality improvement projects would be at risk. The Draft EIS infers that since "85 to 90 percent of the water in Utah already is appropriated" that whatever the results of court appeals and the possible existence of unappropriated water in some of Utah's BLM WSAs, water matters are not significant and are not dealt with in depth. This is wrong. Due to the transient nature of water and its needfullness in almost all activities of man, and the far reaching possibilities of conflict with wilderness areas in place and Federal reserve water rights, the Draft EIS is inadequate and does not fulfill its purpose of objectively analysing the environmental impacts.

Our District speaks from experience in this matter. We have filed a water right application for the nonconsumptive hydroelectric use of the water of the Fremont River upstream of Capitol Reef National Park. Our project will maintain a continuous regulated flow through the park. The United States National Park Service, Department of the Interior has protested our filing based upon the natural condition and Federal reserved water rights.

We recognize that because of legal uncertainties and many unknown physical conditions it is not possible to evaluate water related impacts of the WSAs at this time. However, the potential impacts are there and are so great that they could mean the difference between a normal future growth and almost no future change in the large areas of Utah in the drainages of the WSAs. Until water related impacts are properly addressed for each WSA this matter should not proceed further. An alternate approach would be to remove the requirement of a continuance of natural water conditions within wilderness areas and abandon any possible use of Federal reserve water rights with respect to wilderness areas.

In Volume I, Chapter 2, TABLE 17--IMPACT SUMMARY, it is indicated that with any wilderness combination there would be at least 5 percent less employment and income within Wayne County. Our unemployment recently has been close to 20 percent and we have recently been noted in national studies as one of the poorest counties in the entire nation. We must oppose any action that may reduce future economic activity in our county. We therefore oppose the creation of any of the BLM wilderness areas.

Our District is planning a three phase development using the water of the Fremont River to help our people. The project is in the \$40 to \$50 million range and will provide approximately 500 full time equivalent jobs statewide. Some of the WSAs are particularly objectionable to us in view of possible conflicts with our project. These are as follows.

MT. ELLEN-BLUE HILLS WSA

The northwest boundary has been extended beyond what was previously discussed as satisfactory for our project needs. Our final plans may need route access and/or materials in that area. The terrace gravel deposits are a valuable resource in our area, and the impact of the loss of them has not been addressed. Caineville has considered seeking use of a spring within the WSA as a source of culinary water for the community. Other sources closer are poor quality.

DIRTY DEVIL WSA
FIDDLER BUTTE WSA

The District is very much opposed to these WSAs because of their potential impact upon development of our proposed project. The Dirty Devil River runs through these WSAs. The Fremont River is the main tributary to the Dirty Devil River and our main water source for future growth in our District and County.

The District has an approved application for use of the water of the Fremont River and is developing plans for its use. Much of our proposed project lands lie on the benches west of the Dirty Devil WSA and project development will likely alter side drainages into the WSA. A major aquifer of our area discharges in the Dirty Devil WSA. A proposed water quality improvement project at Salt Wash is upstream of these WSAs. The impacts of these WSAs on our District and Wayne County have not been adequately addressed in the Draft EIS.

FREMONT GORGE WSA

This WSA will be affected by upslope water system improvements that will improve water use efficiency and reduce salt contribution to the Colorado River. These improvements are a part of our planned project. The Draft EIS does not address the water related impacts of this WSA. Because of potential conflict with this WSA we oppose it.

Within our District and Wayne County we presently have the headquarters of Capitol Reef National Park and large areas of Canyon Lands National Park and Glen Canyon National Recreation Area. If such areas produce local benefit we should see it, but our area receives very little economic benefit from these park or wilderness managed lands. Managers of these lands frequently

COMMENT LETTER LCO-30

LCO-30.6
(cont.)

have opposed actions that would help economic activity in the County. We feel more wilderness area in our area will add to our economic problems.

We feel that multiple use is the only reasonable management status for all the BLM lands in Utah. We already have vast areas of park and wilderness in Utah. We feel that adding more wilderness lands in the state would be an unwise public action. The Draft EIS is a large document, but even in its great volume it has failed to document the far reaching and involved impact on water. The Draft EIS involves too much land and is too big for any reviewer to feel that important things have not been missed. We feel it best to manage the lands in a flexible multiple use way to meet the needs of the present and future as they arise.

Thank you.

WAYNE COUNTY WATER CONSERVANCY DISTRICT
Dwight S. Williams, Chairman
Teasdale, Utah 84773

By: Dwight S. Williams

Title: _____

Date: 5/13/86

8

MR. RAMPTON: Alex Joseph.

9

MR. JOSEPH: My name is Alex Joseph. I'm the

10

elected mayor of Big Water Municipal Corporation, a small

11

town 60 miles east of Kanab in the central south of Kane

12

County.

13

Several months ago, I came to this same room

14

because it was advertised that the BLM was receiving

15

comment, and that they wanted the public to make known any

16

contribution they might have to this Environmental Impact

17

Statement that they intended to publish. I came to the

18

meeting; I made with each wilderness area one single

19

objection. And that objection was this, that any

20

consideration of a wilderness designation -- any

LCI-1.1

21

consideration that the federal government had a right to

22

do that in Kane County was illegal.

23

For my citation, I used Article 1, Section 8

24

of the United States Constitution. I'd like to read that

25

into the record.

PAUL G. MCMULLIN, CSR, RPR

205 East Tabernacle - St. George, Ut. (801) 628-3241

1

2

3

LCI-1.1

4

(cont.)

5

exercise like authority over all places purchased by the

6

consent of the legislature of state in which the same

7

shall be for the erection of forts, magazines, arsenals,

8

dockyards, and other needful buildings."

9

I think it's a matter of record that the BLM

10

has not purchased any of this ground that they have under

11

consideration. They do not intend to erect a fort, a

12

magazine, an arsenal, a dockyard, or any needful

13

building. As a matter of fact, what they intend to do is

14

prohibit any of these uses.

15

Now, I'd like to suggest that this activity

16

that these gentlemen propose is illegal. And I know that

17

there are those of us who want to believe that the BLM or

18

the federal government or whatever does not behave

19

illegally. But I want you to know that the Bureau of Land

20

Management was sued in the State of New Mexico for their

21

Wild Horse Management Policy. It went all the way to the

22

top courts. The courts ruled that their policy was

23

illegal. The ruling came back down; they asked the BLM,

24

"What are you going to do about it?" And they said,

25

"We're going to continue to do the same thing."

PAUL G. MCMULLIN, CSR, RPR

205 East Tabernacle - St. George, Ut. (801) 628-3241

COMMENT LETTER LCI-1

1 I had a personal experience. I -- and I
2 think you gentlemen need to know this -- I consider myself
3 the author of FLPMA. Because I homesteaded in Cottonwood
4 Canyon. And the BLM rushed out there with court orders
5 saying, "You cannot homestead here because of the Land
6 Multiple Use Act." I said, "really." So I went to the
7 federal court. We went to Federal Court in 1975. One of
8 the interesting rulings of the Federal Court was that the
9 Multiple Use Land Act had expired in 1970; so, that for
10 five years, the Bureau of Land Management had been
11 exercising an authority and spending money that they did
12 not have. That caused Congress -- it was a Sunset Clause
13 in the Federal Land Review Commission's recommendation.
14 That caused the United States Congress to rush immediately
15 to get some legislation to cover this particular gap in
16 affairs.

17 They the covered -- what they came up with
18 was a thing called FLPMA. It was the first time that the
19 United States Federal Government had claimed any
20 ownership -- and that's in the first paragraph -- it's the
21 first they'd ever claimed any ownership. Prior to that
22 time, they had been stewards of the public domain.

23 In the event that you believe that being a
24 federal employee is somehow associated with infallibility,
25 I want to cite these two examples for you. Now, perhaps

COMMENT LETTER LCI-1

1 you want to believe that these gentlemen are acting under
2 some kind of congressional mandate. In Big Water, which
3 is the closest municipality to all of these wilderness
4 suggestions, there are over 100 lots that Congress
5 mandated that the Bureau of Land Management to turn into
6 private property 25 years ago. They haven't done it yet.
7 So they're not that much influenced by congressional
8 mandate.

9 So, Mr. Robison, if you would please report
10 to the BLM director in Washington, D.C., and tell him that
11 the people in Big Water, and the people in Kane County
12 don't want any wilderness. They believe that all the
13 federal presence there is illegal. And would you ask him
14 to remind the President of the United States that he was
15 elected in the state of Utah and in this county on a
16 promise that he would get the federal government off our
17 back.

18 We don't want you to do anything. You only
19 have one resource for managing this land that the State of
20 Utah doesn't have, and I gag when I call it a resource.
21 It's called deficit spending. The only resource that the
22 federal government has for managing this land that the
23 State of Utah doesn't have is called deficit spending. If
24 you want to know what deficit spending looks like, it
25 looks like that (indicating). Tell him that this action

1 will impact our environment adversely. Thank you.

19
20
21
22
23
24
25

MAYOR SHUMWAY: Ladies and gentlemen, I will be a little less specific in some areas and a little bit blunt in some areas, and will possibly be offensive to some people I apologize to those people. I shouldn't have been.

I am the Mayor of the city of Blanding. Blanding represents 3017 people in the 1980 census of the United States. And after having spoken with the City Council and

1 having supported the full City Council of Blanding on our
 2 directive for tonight, we have also canvassed the city of
 3 Blanding and find that approximately -- well, we find that
 4 most of the people in Blanding, probably 99 percent of
 5 Blanding has IQ's of over 50, and therefore we can
 6 unequivocally state that 99 percent of the citizens of
 7 Blanding are opposed to any further lands in San Juan County
 8 being designated as wilderness area. Now, some reasons for
 9 this: one thing that has been mentioned, and I will not be
 10 as specific, the school sections that are in some of these
 11 areas. The school sections are needed for our education.
 12 Our education, as was mentioned, is way down the line in all
 13 states. In fact, it's number 50 out of 50 states, as far as
 14 the monies allocated for people. We need these school
 15 sections. We do not believe that those school sections will
 16 be given away.

LCI-2.1

17 Number two, multiple use of these different areas
 18 has been in process, and it has been found that in general
 19 it is better for wildlife to have multiple use. You see,
 20 when people come in and scrape an area to make a small pond
 21 for cattle, there other wildlife that are able to use that.
 22 And in so using, they're able to perpetuate their own.

LCI-2.2

23 Another thing, "increased revenue from visitors"
 24 is in my estimation, garbage. We were promised that once
 25 before with a park here close to the area but that did not

LCI-2.3

1 come to pass. We don't believe that there's going to be a
 2 thousand motels put up in a hurry to bring all the people
 3 in or to house all the people that are going to be coming
 4 into these wilderness areas. Revenues for the school
 5 district, for the city, for the county, for the state, are
 6 all coming from gas, Uranium, oil, those sort of things.
 7 The vast majority of revenue comes from those things. If
 8 we were to look at the amount of revenue that comes into
 9 San Juan County from other areas, it would be very limited
 10 with the exception of cattle. We want to have the possi-
 11 bility of educating our children in San Juan County. We
 12 want to have the possibility of making a living in San Juan
 13 County. The only way we can do that is avoid further design-
 14 nations of wilderness area.

15 I recently became a pilot and I decided that this
 16 would be an opportunity to fly over some of the areas. And
 17 I've flown over the areas in the last week whenever the
 18 weather permitted.

19 I found that in Mule Canyon-Fish Creek, there
 20 were some things that were rather interesting. It's been
 21 stated that there is very little traffic there. In less
 22 than five minutes there were seven cars that passed through
 23 Fish Creek-Mule Canyon area.

24 Another thing that has taken place is the great
 25 environmentalist, Lord Beyton Powell, who founded the Boy

1 Scouts of America -- by the way, he was not an unwashed
2 hippy. He was an environmentalist. He has had camps --
3 not him specifically, but the Boy Scouts of America have
4 had camps in Fish Creek and Mule Canyon in the last four
5 years. They have had at least three that I know of. Those
6 camps have 80 to 200 boys. And those boys were being
7 trained in proper skills of environmental protection.
8 Those boys, however, do not run around making no noise
9 whatsoever. So if there's some sole seeking solitude in
10 Fish Creek or Mule Canyon, they're not going to find the
11 solitude as those boys repel down the cliffs.

Heavy road travel was mentioned. I was also
12 careful, of course, to stay above the thousand foot level
13 so I didn't bother anybody that was seeking solitude. and
14 was careful not to disturb the cattle because the cattle
15 are in the area. There were several cattle in that area
16 and also going up Arch Canyon, some of the other places.

I submit and the citizens of Blanding submit that
17 further wilderness area is going to be destructive to the
18 citizens of San Juan. We don't want anymore. We have been
19 willing to give and give and give. But there comes a per-
20 centage time when we can no longer give.

If someone wants further designated areas, seek
21 further up north; maybe designate Salt Lake -- the Great
22 Salt Lake as a wilderness area, or some of the counties

1 where the County Commissioners are in support of the
2 wilderness areas. Because there are at least two County
3 Commissioners up north that are supporting it. And it's
4 very interesting to find that as they support, they have
5 no wilderness area designated in their county. I thank you
6 (Applause.)

Mayor Jim Shumway from Blanding.

MR. SHUMWAY: Thank you.

I need to find a way to go from number 40 to being able to get home tonight, and leave some time for the environmentalists here to do their thing.

I want to make it clear that every county has its -- every country has its radicals. We can see that by looking at the wilderness area advocates, but the sleeping giant has now been awakened, and we have even greater radicals arising from their sleep in San Juan County. They shall probably be known as the San Juan Gorillas, from what I understand. And they seem to be dead serious in the things they are talking about today.

I am here representing an unknown portion of the city of Blanding, as the city of Blanding's mayor. I am not yet a member of the group which I am speaking for.

Today a gestapo type of Natzi, inspired by the BLM and

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forest rangers, I guess, came to Blanding and the surrounding area. They came not as friends, but using force and threats of guns. They endangered the lives of several innocent men, women and children, as they forced their ways into approximately nine homes. And their purpose: to find a damn Mochi bowl or two. Evidently these Mochi diggers had to violate the kitchens, bedrooms, etc. of our fine citizens.

What I mean by the Mochi diggers, is the people that forced their way into the homes -- because they could not get to the bowls of private citizens in any other way, especially those found on private property, which we have the right to own.

Our community is outraged with the servers of the "search warrants." Our citizens are furious with the judge who issued the no-knock warrant, endangering the lives of children. On two of our county commissioners, may I add, the warrants were served, when they were not at home, and other outstanding citizens of America.

We know the purposes. We know that Calvin Black and Jerry Holladay are opposed to any further designation of wilderness area. There is a group that has made this statement. We know your purposes. We know you want our lands. We will not get them -- you will not get them. Our citizens will see the judge and his gestapo punished, for a petition will go before the City of Blanding and San Juan County, removing us from the union of the United States. I know that is illegal. You know

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1 that's illegal. But the petition will take place, and it looks
2 like the vote could be there. The south shall rise again.

3 I have been informed that not one additional foot of
4 land in San Juan County will be given to the wilderness area.
5 We are tired of the wilderness terrorists, and can no longer
6 afford their killing of our cattle and destruction of our
7 vehicles. Those seeking the solitude of our beautiful lands
8 shall now be expected to furnish themselves with armed guards,
9 as American citizens may need to, because of the things that
10 have occurred.

11 Americans, native Americans, Indians, and San Juan
12 Anglos will no longer crawl. In fact it says here: We will
13 crawl no longer forever." We will give no more land. We will
14 preserve our freedoms for our children. We will not yield to
15 the socialist government, but will fight for our freedom. We do
16 not exaggerate. We are outraged at the illegal entry of one
17 home without a search warrant; that of Shane and Mary Shumway.
18 We have the legal right to have and bear arms. We shall. Thank
19 you.

20 HEARING OFFICER: Questions from the panel?

21 Thank you, Mayor Shumway.

20 HEARING OFFICER: Our next speaker is Leon Don
21 Jorgensen.

22 MR. JORGENSEN: I am Donald Jorgensen, Mayor of Castle
23 Dale City. I appreciate the opportunity to speak on behalf of
24 the city and then from our own personal views.

25 Castle Dale City Council met last night, and with the

1 unanimous decision, supported a continued multiple use of the
2 San Rafael Swell. We feel that it is very important to continue
3 this area in this classification for the benefit of all peoples
4 of the area, not only Emery County or Castle Dale, but
5 throughout the United States, and throughout the world. It is
6 open at this time for everyone to view the vistas and the
7 grandeur of this vista area out there at this present time. It
8 is our feeling that if the wilderness is adopted and presented,
9 and it goes forth, it will virtually curtail the use by all
10 people.

LCI-3.1

11 There will be a very few numbers that will be able to
12 visit this area. In my own opinion, we have livestock
13 interests. I have livestock interest in this area, and over the
14 last many years that I have been associated with this area, some
15 50 and such, I have visited this area year after year and have
16 much appreciated the view and the great feeling that you can
17 receive in this area. If you lock it up for a few, it is
18 against the principals, of my feeling, of the United States
19 government.

LCI-3.2

20 It is with this in mind that I state that as I go
21 over, if this goes into a wilderness, I will not be able to
22 appreciate and continue these on-scene visits to that area,
23 because of not being able to put on a backpack and travel into
24 this area. Therefore, I would be lifted, with a great number of
25 others in the same category of the senior citizens and

LCI-3.3

LCI-3.3
(cont.)

1 handicapped, not only that we have the youth that desires to
2 travel that area also. So it is my feeling and feeling of the
3 Castle Dale City Council that we continue multiple use and not
4 go with the wilderness in any way, shape or form. I thank you.

5 HEARING OFFICER: Bert Oman.

6 MR. OMAN: My name is Bert Oman. I am a City
7 Councilman from Castle Dale City. I am also a coal miner from
8 Castle Dale City.

9 Mr. Chairman, I'd like to present a little -- my ideas
10 on the wilderness area. My grandfather was one of the first
11 pioneers into this area. He loved this country, as I do. I
12 appreciate the remarks Don put forth, because they were exactly
13 the way I feel.

14 I don't think we should tie Emery County up in the
15 wilderness area. I am one of the very few people that visits
16 Sid's Mountain and spend a lot of time out there. We are not
17 just tying up Sid's Mountain. We are tying up our Horn Mountain
18 coal. We are tying up our uranium deposits down here. We all
19 know there is uranium deposits. Some day we may need these.

20 We are talking jobs. I'd like to see another power
21 plant in Emery County. If we get Sid's Mountain as a wilderness
22 area, we won't have another power plant in Emery County. We
23 also have a bighorn sheep area out in -- down in the Sid's
24 Mountain area, where I hope someday we will be able to go down
25 there and hunt. If we are a wilderness area, why this wouldn't

LCI-3.5

LCI-3.5

(cont.)

1 happen. I am very much against the wilderness area. Sid's
2 Mountain is a wilderness area now. There isn't one person in
3 10,000 in Utah that goes to Sid's Mountain.

4 I have been to the Uintahs and spent a lot of time out
5 there, and we have some big wilderness areas in Utah. How many
6 people use the wilderness areas? I see very few people in the
7 Uintahs. Very few people. If we turn this into a wilderness
8 area, that's what we will have, is very few people, and very few
9 jobs in Emery County.

10 So, personally, and as a member of the City Council,
11 and as a pioneer ancestor to this area, I am against the
12 wilderness area. Thank you.

13 HEARING OFFICER: Thank you. sir.

LCI-3.6

Wilderness Studies (U-933)
B.N.W. Utah State Office
324 South State Office

I say "no more wilderness"
I think we have already set
aside more wilderness areas than
you can justify.

Older people and people
with bad health can not enjoy
these areas. all you are doing is
making a play-ground for a select
few. Is this really fair to the
home of the free.

If we continue these kind
of programs, they might as well
start calling us little Russia. Will
you have a Dictator.

The state of Utah should
to say in these decisions.
I feel we are very capable of
taking care of our own areas.
I feel the Forest Service and BLM
should be done away with and
give back to the private sector.
It could be handled better that
way.

~~you're~~ looking up millions of acres of land, with no thought of the serious consequences to towns, people, and livelihoods.

you're just looking up to many minerals, gas, oil, grasping rights and water.

We can take care of our own area the people here have done it in the past. Do away with BLM and Forest Service give us the money. We could at least keep the Big trees out of the forests and keep the existing needs possible.

I believe you have plenty of wilderness areas leave our areas alone.

Mayor Wade Gurney

14

Mayor Max Ralphs.

15

MR. RALPHS: Thank you for this opportunity of expressing the views of the citizens of Farron and myself.

16

First myself. I am probably not the oldest one here tonight, but I can assure you that I have spent as much time in this area as anyone. I have spent all my life here, and I don't think that would be topped by anyone.

17

I'd just like to mention, as Mr. Oman did, my heritage in this area. My grandparents, on both sides, are early

18

settlers in Castle Valley. As these people lie, I sometimes wonder if they were being persecuted to come into this area. I

19

wondered often why they did. And the conditions that they came

20

in this area. My grandparents, on both sides, are early

21

settlers in Castle Valley. As these people lie, I sometimes

22

wonder if they were being persecuted to come into this area. I

23

wondered often why they did. And the conditions that they came

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in this area. My grandparents, on both sides, are early

25

1 into this country in.
2 They were sent here for religious purposes. From the
3 top of the mountains to the Green River, they were sent to
4 conquer this area. They done a good job. They brought their
5 cattle, and their herds, and these herds of cattle, sheep
6 horses, all types of livestock were raised in this area. They
7 had to make a go of it. Times were tough. They lived probably
8 as tough as the early pioneers that came into the State of Utah.
9 We feel very strongly against any part of wilderness
10 area, the people of Farron that I represent. For these reasons,
11 we feel this way: We would like to leave it as it is. There
12 have been many hundreds of years go through this area, the
13 Indian civilizations. There has been a few minor changes left
14 by the Indians.
15 As they visit these areas, we see their hieroglyphics,
16 and the existence in this area, and that's all we see of this
17 area. We have had over 100 years of pioneers and population of
18 the white people. We have had uranium booms. As we view this
19 area, these roads that go to these mines, in my opinion, do not
20 detract there from the great panorama. It enhances it. It
21 makes it more accessible for people to go into the area, to
22 enjoy this great vastness, and I would say that if this was
23 closed, within a very short time, we would be like the Indians,
24 they would never know that we had even been in the area.
25 Its greatness, and vastness, its beauty, I think these

1 people are here tonight, enjoy this great heritage that it
2 endows. I might state that I am old enough to remember when you
3 guys were not even an organization. There was no such thing as
4 BLM. Forest Service, yes. The government seen fit this great
5 vastness, and this areas, that it needed to be administered, and
6 as a result, the department was created.
7 Now for my public statement for the City. As Mayor of
8 Farron City, we appreciate again the opportunity to testify on
9 the BLM Statewide Draft Environmental Impact Statement on
10 Wilderness. Our community, like so many others, is concerned
11 about the implications of the Federal District Court of Colorado
12 ruling in this case of Sierra Club vs. Block, which held that
13 wilderness designation creates a federal reserve water rights in
14 areas of designation. Accordingly, we have adopted a resolution
15 repudiating this decision. Additionally, we are recommending
16 that there be no wilderness designation made until the Sierra
17 Club vs. Block decision is overturned.

LCI-5.1

18 Finally, we ask that the BLM thoroughly consider the
19 economic impact that wilderness designation would have on our
20 community if reserve water rights and wilderness were to become
21 a reality. And this has been stated very adequately tonight,
22 what would happen to any growth in our small communities, any
23 development, and we feel very strongly about this case.

LCI-5.2

24 Because of the publication time frame for the BLM
25 Draft Environmental Impact Statement and when the decision of

1 Judge Kane was rendered in the Sierra Club vs. Block, we
2 recognize that this issue could not be adequately addressed. We
3 therefore, find it imperative that this issue be weighed and
4 addressed in an addendum to the DEIS prior to the release of the
5 final Environmental Impact Statement.

6 At this time I submit to you a copy of my statement
7 and a copy of the Farron City resolution on wilderness water
8 rights. Thank you.

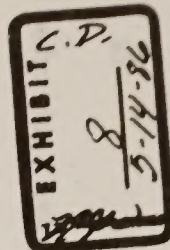
My name is Marci Williams. I am Mayor/councilman
for Utah City. We appreciate the opportunity to testify on
the Utah BLM's Statewide Draft Environmental Impact Statement on
wilderness.

Our community like so many others is concerned about the
implications of the Federal District Court of Colorado ruling in
the case of Sierra Club v. Block which held that wilderness
designation creates federal reserved water rights in areas of
designation. Accordingly, we have adopted a resolution repudiat-
ing this decision. Additionally, we are recommending that there
be no wilderness designation made until the Sierra Club v. Block
decision be overturned. Finally, we ask that the BLM thoroughly
consider the economic impacts that wilderness designation would
have on OUR community if reserved water rights in wilderness
were to become a reality.

Because of the publication time frame for the BLM's Draft
Environmental Impact Statement and when the decision of Judge
Kane was rendered in Sierra Club v. Block we realize that this
issue could not be adequately addressed. We therefore, find it
imperative that this issue be weighed and addressed in an
addendum to the DEIS prior to the release of the final Environ-
mental Impact Statement.

At this time I submit to you a copy of my statement and a
copy of Utah City's City's resolution on wilderness water
rights.

Thank you.



RESOLUTION ON RESERVED WATER RIGHTS IN WILDERNESS

WE, AS MEMBERS OF THE Ferron CITY COUNCIL, FIND:

WHEREAS, the Federal District Court of Colorado in the case of Sierra Club v. Block held that Wilderness designation creates federal reserved water rights in the areas of designation;

WHEREAS, a federal reserved water right does not conform in all respects to Western States' water law. The right is based on the assumption that congress, when reserving land from the public domain for the particular purpose, impliedly reserved sufficient water to accomplish the primary purpose of the reservation;

WHEREAS, the priority date of the federal reserved water right relates back to the date on which the lands were reserved from the public domain thus giving this water right superior status to the water rights of all those who appropriated water after the reservation date;

WHEREAS, a federal reserved water right for Wilderness is basically a non-consumptive instream flow right, the nature of which would command the entire flow of the stream, maintenance of a given lake level, or the continuance of ambient water tables with respect to ground water rights, as of the date of the Wilderness designation;

WHEREAS, a federal reserved water right for downstream Wilderness areas could affect the entire reaches of streams and rivers by requiring maintenance of historic flows, thus impacting nearly all Western water projects and even curtailing some;

NOW, THEREFORE, WE, THE MEMBERS OF THE Ferron CITY COUNCIL RECOMMEND the repudiation of the Colorado District Court decision rendered in the Sierra Club v. Block as being counter to the interests of Utah and its citizens.

We recommend that Ferron City file an amicus curiae brief, in conjunction with the Utah League of Cities and Towns, Utah Association of Counties, and with the Western Interstate Region of the National Association of Counties, through Mountain States Legal Foundation in Denver, with the Tenth Circuit Court of Appeals and when appropriate with the United States Supreme Court to overturn this unacceptable District Court decision.

We further recommend that there be no wilderness designation considered until the Sierra Club v. Block decision be overturned.

ATTEST John D. Becking John D. Becking
Mayor

MR. HANSON: I would like to make a general statement. As a mayor, I am concerned and interested in the economic growth of rural Utah. I feel that locking up these resources in these large areas will only retard this growth.

I come from Sanpete County, and in our county alone we have a thousand people in the last month that quit looking for work, and another thousand that are still optimistic because they want to stay there. In rural areas we cannot attract large industry, so we depend on development and mineral resources to provide employment opportunities. We are rapidly becoming an older, elderly group of people as young people leave.

I am mostly concerned about the reduction in mineral lease revenues that are earmarked for community impact development. Many of our small communities depend on this for the capital funding that they cannot otherwise provide. We do not have the sales tax base that larger metropolitan areas have.

Personally, I feel that wilderness designation is locking up a large area that can only be utilized by a small group. I do not have the time or the resources in my lifestyle to backpack into these areas. I know that I am not alone. I think there are a lot of people

LCI-6.1

1 who do not have the time or resources or elderly people
2 who cannot get into them, and I feel that we are locking
3 up large areas for a small group of people.

4 On a personal basis, I am a livestock operator,
5 and if I lose my livelihood then I will have to change
6 my place of living. I feel that the wilderness concept
7 if it were to eventually force me off the land, then I
8 would not be able to maintain the structures that are
9 there now in place, and I would not be able to build any
10 new ones that might help me in my operation. Some of these
11 areas would become so inaccessible that we would not be
12 able to operate livestock there.

13 One large concern of mine would be predator
14 control. The wilderness concept has no predator control
15 and that means that anybody that neighbors it will have
16 to take and supply these predators with their food supply.
17 And thus, they will eventually be forced out of operation.
18 And, of course, I don't recommend that for anyone.

19 I would ask for no wilderness. I think that we
20 need to have a total multiple use concept on all BLM lands
21 and that it would be unwise in locking up any in a wilderness
22 designation.

23 Thank you.

LCI-6.2

Avid K. Zitting
Mayor
(801) 874-2494
Fred M. Jessop
Clerk
(801) 874-2323

Hildale Town Corporation
Hildale, Utah

Board Members
Joseph I. Barlow S
Joseph S. Jessop
Dan C. Jessop
Harold Peine

August 13, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Gentlemen,

We at Hildale would like to thank the BLM for a job well done in the Wilderness designation process thus far in Utah. We only hope for common sense to prevail as this process continues. We feel that the BLM's recommended Partial Wilderness Alternative is generally a good common sense balance, but we must not overlook specific and long term effects.

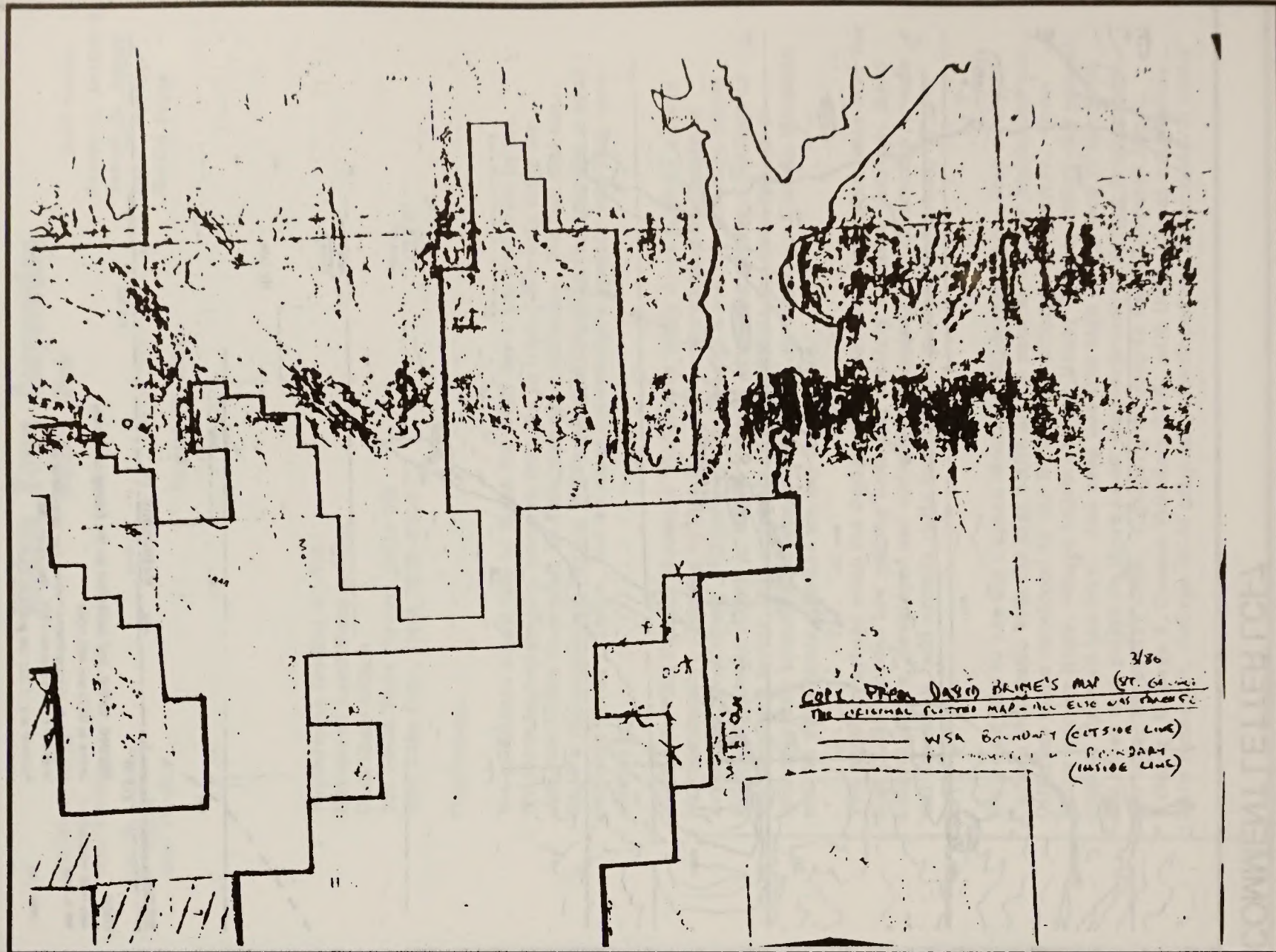
In Hildale, the Canaan Mountain Wilderness Study Area directly effects our community. The top of this high cliff area contains thousands of acres that meet every Wilderness criteria to a tee. It sits high above all civilization in its wide, highly scenic, primitive setting. Solitude is the dominate factor. It is practically impossible for development to endanger this broad "Wilderness in the sky" in any way. Canaan Mountain will be wilderness whether we say it is or not.

The problem arises when the designated wilderness area plummets over the high cliffs, across low rolling foothills, publicly used low canyons, flood control plains, developed and undeveloped springs and reservoirs, roads and accessses, and crowds right into the fast growing community of over 3,000 people.

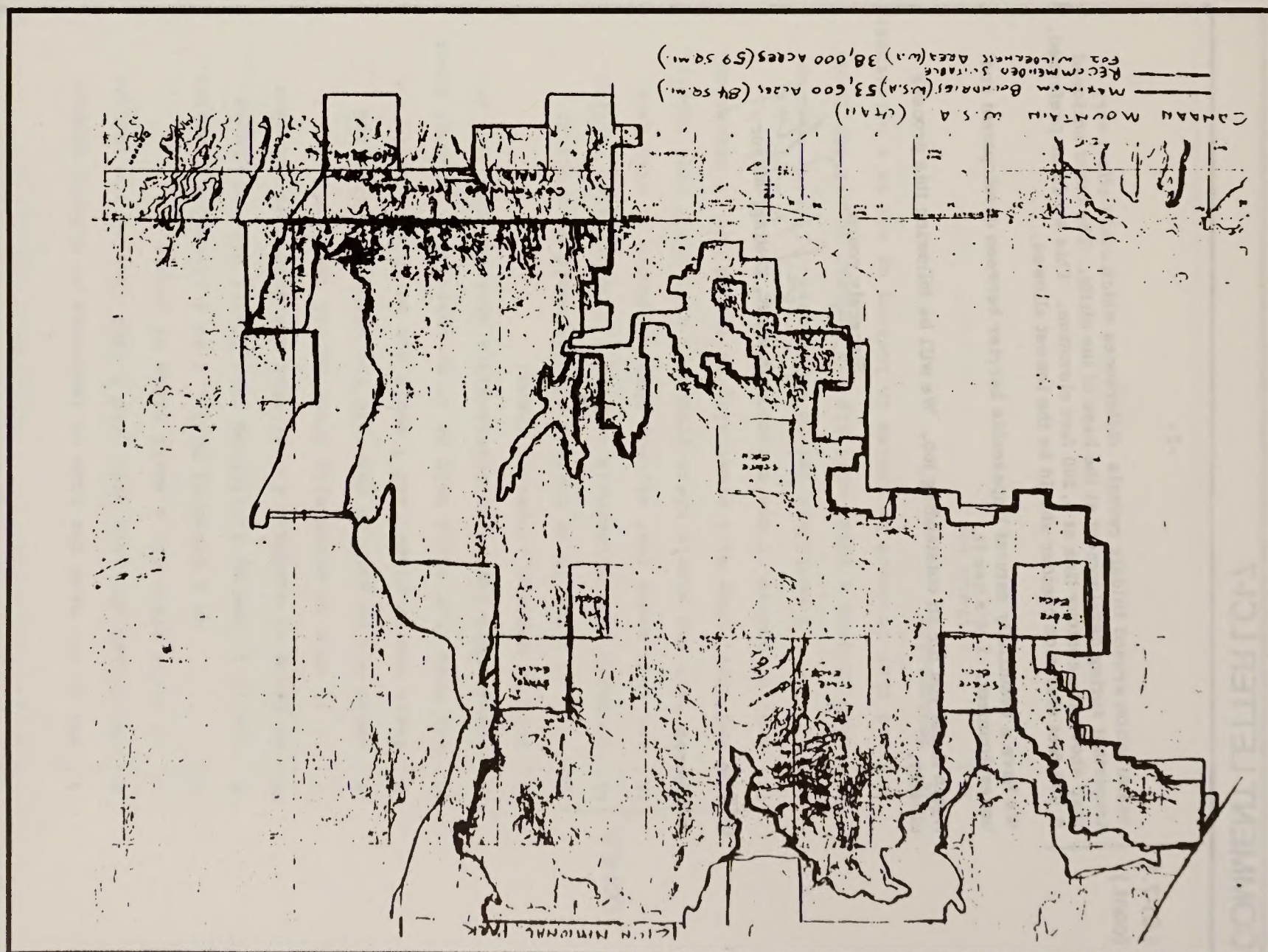
We would like to see the Canaan Mountain Wilderness Area stay on top of Canaan Mountain; with the high cliffs as the natural barrier which they are. Different maps developed by the BLM show different boundaries. Some follow survey lines, others follow contour lines. We say follow the natural contour lines all the way. And keep this line high on the face of the cliffs and other high points so there is no encroachment on spring development and other necessary uses. Compare the map in the Wilderness Draft, Volume III, page 8, Canaan Mountain WSA, with the enclosed map which Dave Brine, St. George BLM originally developed and submitted. A close

LCI-7.1

COMMENT LETTER LCI-7



COMMENT LETTER LCI-7



7 MR. BARLOW: Mr. Robison and gentlemen of the
8 committee, I am Alvin S. Barlow of Hildale, Utah. I'm the
9 superintendent of schools in Colorado City. I also serve
10 on the Arizona Strip BLM District Advisory Counsel. And
11 I'd like to submit comments in support of the BLM proposed
12 action for a partial wilderness alternative for the Canaan
13 Mountain WSA.

14 The original WSA was very restrictive in our
15 area. It would have highly impacted the culinary water
16 systems. It came down into the inhabited area of the
17 community, and much of the area included in the original
18 WSA would not have been strictly speaking in the criteria
19 of a wilderness study and wilderness qualifications.

20 The brief description in the general
21 description given in the Statewide Wilderness EIS document
22 relating to the Canaan Mountain WSA touches on some of the
23 critical concerns as were brought up in the scoping
24 meetings in 1984. And you'll note from that, that one
25 half of the annual precipitation in this area comes as

LCI-7.2

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

LCI-7.2
(cont.)

1 summer thunderstorms.

2 Severe thunderstorms in recent years have
3 brought such a deluge from the lower slopes of the
4 mountains, that flood control development is vital for the
5 protection of the community improvements and the
6 curtailment of serious erosion of streets, roads,
7 orchards, potential businesses, and home sites. The
8 proposed alternative is a must to permit flood control
9 developments.

10 Part of the area now in the WSA does not in
11 reality have the special feature requisite for wilderness
12 designation. The proposed alternative would reserve this
13 area for multiple use to a greater benefit to the public.
14 Preservation and development of both culinary and
15 irrigation water supplies are crucial options preserved by
16 the proposed alternative boundary.

17 As noted in the EIS, the canyon springs are
18 necessary water sources for Hildale and Colorado City.
19 And not only the necessary access for maintenance of
20 existing systems must be preserved, but the option for
21 enhancement must be allowed.

22 The proposed alternative would also take into
23 consideration the recreational facilities, ballparks, park
24 development, roads, parking areas, and general use areas
25 that are being sought for and approved by Hildale Town as

LCI-7.3

LCI-7.4

LCI-7.5

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

COMMENT LETTER LCI-7

1 a public park in Maxwell Canyon. Without a doubt, in my
2 opinion, the proposed alternative of the Canaan Mountain
3 WSA would be a most appropriate determination for the
4 benefit of all concerned. I thank you.

5 MR. RAMPTON: Thank you, Mr. Barlow.

COMMENT LETTER LCI-8

15

MR. RAMPTON: Paul Jenkins, the mayor of Kanab.

16

MR. JENKINS: My name is Paul M. Jenkins. Let the

17

record show that I am an environmentalist and wish to be

18

so identified as regards my short statement on Utah BLM

19

Statewide Wilderness Draft EIS, Volumes I through III,

20

Parts A and B, Southwest Region. Be assured I have not

21

read the 1,100 pages. Recognizing that these EIS's are

22

nothing more than meaningless and extremely costly tasks

23

imposed by Congress and Federal Courts to help ensure

24

deficit spending.

25

As an environmentalist, I oppose not only the

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

LCI-8.1
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LCI-8.2
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LCI-8.3
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LCI-8.4
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designations of wilderness, but also the concept. There should not be one square meter of wilderness lands anywhere on this planet for the following reasons: One, with the restrictive covenants associated to these areas, they soon become wisdomless, worthless wastelands. With each one, the country is weakened through loss of renewable, nonrenewable, and yet unknown resources. These are needless losses that benefit no one except our worldwide political adversaries.

Two, wilderness areas are totally discriminatory. Since access is limited, so is public use.

Three, the only justification for the establishment of wilderness areas is that they provide a unique solitude experience. Once you have penetrated the landscape to the point you can no longer see whatever brought you to the perimeter, an inner tranquility permeates the whole body. Of course it could be something you ate, drank, or smoked. But nevertheless, this peaceful glow can only occur in an isolated area designated by Congress as wilderness. No other isolated area will do. That's the sole argument for wilderness. Ain't that a doozy.

Four, the single most important deterrent to economic and community development plus resource

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

LCI-8.4
(cont.)
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conservation and resource development here in Kane County is wilderness and primitive areas. If this new wilderness proposal is forced upon us, there better be a parallel benevolent welfare program for the present residents. We'll need it to survive.

In short, wilderness is costly, wasteful, discriminatory, economically depressive, and offers nothing that multiple use areas cannot offer.

Further, I am opposed to any concept that AMGA supports. Also am deeply concerned that if the wilderness proponents prevail here, they'll be encouraged to throw their PFA concept into the congressional hopper.

For those of you unfamiliar with this, PFA's are vast areas in which not even people are allowed. People-free areas. Thank you.

MR. RAMPTON: Thank you, Mayor Jenkins.

10 Tom Humphrey.

11 MR. HUMPHREY: My name is Tom Humphrey. I am Mayor of

12 Orangeville City. Before I get on with my statement, we have

13 got a pretty serious meeting here. Maybe these gentlemen here,

14 and some of you people out in the audience, don't know how Emery

15 County was settled.

16 When Brigham Young called for settlers to Emery

17 County, he told all the bishops to post the notice. So all

18 those that could read came to Emery County. So that's why we

19 have got the smartest people here.

20 As the mayor of Orangeville, I am very concerned about

21 the water, and that's one reason why this resolution that we

22 have, we adopted, is -- we have got to protect the water rights.

23 1976, when all the big boom hit here with the power

24 plants, why Orangeville City was hurting for water. We tripled

25 our size in three years. We never had enough water to give the

1 people to drink. Now that's going back for some future mayors

2 that couldn't see beyond the end of their noses, really, but

3 nobody expected this boom to hit. So we acquired the water. We

4 put in our secondary water systems, we oiled the roads, we have

5 nice roads, we have nice homes, we have good culinary water.

6 Then we have this layoff, which goes with the mining. I am laid

7 off from the mines. I went back to working construction again.

8 But sooner or later this boom is going to hit again, and our

9 cities are going to double, maybe triple again. Now we get all

10 these federal beurocratic letters that we are polluting all the

11 water and we are ruining Mexico, Colorado with their salinity, I

12 definitely don't think it is all coming from our area. And I

13 don't think that the two percent of the farmers irrigating

14 creates that 86 percent salinity that our government tells us.

15 But anyway, the water is the main issue. If it wasn't for

16 water, we wouldn't have the power plants. We wouldn't have

17 the cities. And being a native, going on 60 years old here, why

18 I herd sheep all over that desert out there. I have packed. I

19 know what it is. And it's a lot easier to hook onto a wagon

20 like my brothers do now, and pull that wagon down there and not

21 have to pack a dang mule to go down to a sheep herd.

22 As mayor or Orangeville City, we appreciate the

23 opportunity to testify on the Utah BLM's Statewide Draft

24 Environmental Impact Statement on wilderness.

Our community like so many others is concerned

1 about the implications of the Federal District Court of Colorado
2 ruling in this case of Sierra Club vs. Block, which held that
3 wilderness designation creates a federal reserve water rights in
4 areas of designation. Accordingly, we have adopted a resolution
5 repudiating this decision. Additionally, we are recommending
6 that there be no wilderness designation made until the Sierra
7 Club vs. Block decision is overturned.
8 Finally, we ask that the BLM thoroughly consider the
9 economic impact that wilderness designation would have on our
10 community if reserve water rights and wilderness were to become
11 a reality.

12 Because of the publication time frame for the BLM
13 Draft Environmental Impact Statement, and when the decision of
14 Judge Kane was rendered in the Sierra Club vs. Block, we
15 realize that this issue could not be adequately addressed. We
16 therefore, find it imperative that this issue be weighed and
17 addressed in an addendum to the DEIS prior to the release of the
18 final Environmental Impact Statement.

19 At this time I submit to you a copy of this statement
20 and a copy of the Orangeville City resolution on wilderness
21 water rights, which I submitted one. Thank you.

22 HEARING OFFICER: Thank you, sir.

LCI-9.1
(cont.)

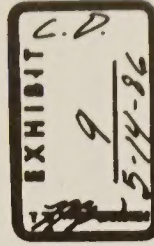
My name is Tom Humphrey. I am Mayor/Orangeville
for Orangeville. We appreciate the opportunity to testify on
the Utah BLM's Statewide Draft Environmental Impact Statement on
wilderness.

Our community like so many others is concerned about the
implications of the Federal District Court of Colorado ruling in
the case of Sierra Club v. Block which held that wilderness
designation creates federal reserved water rights in areas of
designation. Accordingly, we have adopted a resolution repudiat-
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be no wilderness designation made until the Sierra Club v. Block
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consider the economic impacts that wilderness designation would
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were to become a reality.

Because of the publication time frame for the BLM's Draft
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issue could not be adequately addressed. We therefore, find it
imperative that this issue be weighed and addressed in an
addendum to the DEIS prior to the release of the final Environ-
mental Impact Statement.

At this time I submit to you a copy of my statement and a
copy of Orangeville City's resolution on wilderness water
rights.

Thank you.



COMMENT LETTER LCI-9

RESOLUTION ON RESERVED WATER RIGHTS IN WILDERNESS

WE, AS MEMBERS OF THE ORANGEVILLE CITY COUNCIL, FIND:

WHEREAS, the Federal District Court of Colorado in the case of Sierra Club v. Block held that Wilderness designation creates federal reserved water rights in the areas of designation;

WHEREAS, a federal reserved water right does not conform in all respects to Western States' water law. The right is based on the assumption that congress, when reserving land from the public domain for the particular purpose, impliedly reserved sufficient water to accomplish the primary purpose of the reservation;

WHEREAS, the priority date of the federal reserved water right relates back to the date on which the lands were reserved from the public domain thus giving this water right superior status to the water rights of all those who appropriated water after the reservation date;

WHEREAS, a federal reserved water right for Wilderness is basically a non-consumptive instream flow right, the nature of which would command the entire flow of the stream, maintenance of a given lake level, or the continuance of ambient water tables with respect to ground water rights, as of the date of the Wilderness designation;

WHEREAS, a federal reserved water right for downstream Wilderness areas could affect the entire reaches of streams and rivers by requiring maintenance of historic flows, thus impacting nearly all Western water projects and even curtailing some;

NOW, THEREFORE, WE, THE MEMBERS OF THE ORANGEVILLE CITY COUNCIL RECOMMEND the repudiation of the Colorado District Court decision rendered in the Sierra Club v. Block as being counter to the interests of Utah and its citizens.

We recommend that Orangeville City file an amicus curiae brief, in conjunction with the Utah League of Cities and Towns, Utah Association of Counties, and with the Western Interstate Region of the National Association of Counties, through Mountain States Legal Foundation in Denver, with the Tenth Circuit Court of Appeals and when appropriate with the United States Supreme Court to overturn this unacceptable District Court decision.

We further recommend that there be no wilderness designation considered until the Sierra Club v. Block decision be overturned.

ATTEST Matthew Brown

Franklin Humphrey
Mayor

LCO-10.2

COMMENT LETTER LCI-9

11 MR. THORPE: My name is Allen Thorpe. I am a citizen
12 councilman in Orangeville City. And I am also a member of the
13 Economic Development Council, and member of the Board of
14 Directors of the Emery County Chamber of Commerce.

15 There was a rumor going around that those who stayed
16 here to the end would get a little patch to sew on their
17 jackets, and that's about the only reason I am still here.

18 I have been quite concerned that the comments that I
19 would have, would be appropriate, and so I have read the Draft
20 EIS to determine what kind of comments were wanted. And in
21 accordance with my impression from reading that, I wish to
22 address myself to the manner in which the selection of the
23 Wilderness Study Areas was made.

24 As I read through the DEIS, I failed to see how many
25 of the areas in Emery County got designated as Wilderness Study

LCI-9.2

1 Areas. I think it is true that in some places, they -- it is
2 true that the imprint of man's work is essentially enjoyable.
3 And I think that it is true that in some parts of these areas,
4 that are outstanding opportunities for solitude. Although the
5 term "outstanding" is so relative that I am not sure you
6 couldn't say that about ten million different places in the
7 State of Utah.
8 They do have at least 5,000 acres, and to some extent,
9 they have some significant and historic value. The problem that
10 I see with this whole approach is that it allows few people to
11 determine what is valuable, and what is valuable enough that it
12 ought to be locked up so that nobody else can look at it and
13 determine its value for themselves.

14 Additional criteria were listed as value in uses,
15 which only wilderness could insure. I haven't seen anything of
16 any other multiple resource values in the proposed Wilderness
17 Study Areas which can only be insured by wilderness designation.

18 Another goal is diversity in the national wilderness
19 protection system. When you have 75 percent of your wilderness
20 in six states, I don't think that promotes diversity, and I
21 don't think it increases -- that increasing that percentage
22 promotes diversity.

23 I would note in looking through the photographs and
24 other selections that were in the EIS, that I noted that quite a
25 few of those areas could have been in Emery County, if I hadn't

LCI-9.4
(cont.)

1 read at the bottom they were somewhere else, and visa versa. I
2 can't see that we are really designating unique spots, except to
3 the extent that every place is unique.

4 In the law, we have a rule that you cannot substitute
5 land in a contract, because all land is considered unique, and
6 in that sense, I expect these are all unique and outstanding
7 areas. But I also think they are very similar to areas that
8 have already been included in national parks, and monuments, and

9 MR. TRUMAN: My name is Scott Truman. I am Executive

COMMENT LETTER LCI-10

COMMENT LETTER LCI-10

6 MR. MCARTHUR: Thank you. I'll try to keep it
7 short. The City of St. George -- the city council was not
8 able to be here tonight. They're involved in meetings
9 themselves and have asked me to represent the City along
10 with some other individuals that are here tonight.

11 The City is quite concerned that WSA land as
12 designated to date might be a little bit overbearing in
13 terms of our efforts to develop water resources in this
14 area to provide culinary water supplied to the citizens of
15 St. George. Our efforts are primarily centered in the
16 Cottonwood Canyon area now, and we see that as a
17 tremendous aquifer for culinary water supply for the
18 City. We have wells near that area now and continue to
19 expect if possible to drill additional wells in that
20 area. And I think that the WSA proposals to date might
21 limit that development and thus limit our ability to
22 supply culinary water to the City.

23 I think other than that, we are just
24 generally concerned that any WSA designations in this area
25 need to be carefully considered in terms of the potential

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

1 for this kind of designation to limit the ability of the
2 City to take advantage of the resources that are in our
3 area, and for citizens in our area to take advantage of
4 those resources to their benefit. Thank you.

5 MR. SWEITZER: Thank you.

LCI-10.1

6 Shirl H. Pitchforth, representing the City of
7 St. George.

8 MR. PITCHFORTH: Officials of BLM; interested
9 citizens here, my name is Shirl H. Pitchforth, I am the
10 chairman of the St. George Utility Commission whose
11 objective is to see that we get water and power to our
12 citizens.

13 I have great concerns about our government
14 putting such stringent controls as a wilderness area so
15 close to our developing areas for water. My concerns go
16 back about 10 or 15 years -- somewhere between that time.

17 I can't recall exactly the years, and I did not make
18 research of it at this time. But it's a story I think you
19 should all hear, at least those on the side of our
20 developing area.

21 It was at the time that the forest service
22 was asked to do this same study that the BLM is doing now,
23 mandated and ordered by the Secretary of Interior. It has
24 to be about ten years ago. A meeting was called such as
25 this in Cedar City, and the majority of the people there

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1 were livestock men. They put the proposal of what
2 wilderness areas they could put in the forest service,
3 specifically the Dixie National Forest, which was the
4 largest forest in the United States.

5 I was one of the first ones in that area or
6 in that group to suggest that the Pine Valley Mountain to
7 about 7,000 foot up would be the most logical place if we
8 had to declare a wilderness area. The reason was it's
9 hard to keep livestock on that mountain such as the
10 Boulder Mountain and the Cedar City mountain areas. Their
11 terrain on their uppermost hights are condusive to
12 timbering and condusive to good livestock management.

13 None of the livestock people there objected
14 to that kind of an idea that it be -- wilderness be
15 extended up towards the White Rocks area and over towards
16 the New Harmony area. There wasn't any objections to
17 that.

18 My objections to the forest service at the
19 time and told the forest service at that time that we
20 could not have anybody encroaching on our wells area and
21 springs that were coming around the Pine Valley Mountain.
22 I was assured by the forest service that nothing like that
23 would happen.

24 A few months later, the outlined area that
25 they had took the top part of our spring area on this side

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COMMENT LETTER LCI-10

1 of the mountain. On the north side of the mountain, they
2 deliberately went down Lloyd's Canyon and picked up the
3 old Jacobson springs, and then they told the people up
4 there that anybody that developed that spring could only
5 do so by helicopter. Now, this is not a fairy tale. That
6 did happen.

7 So I took my director of utilities, which was
8 Rudger McArthur, and made a trip back to Washington and
9 got one of our good congressmen there to line us up with
10 the top-most individual that had to do with forest service
11 right of ways and structures on the forest. We met with
12 that individual -- also took an attorney along with us
13 just to listen and to make sure they didn't promise or
14 deny us anything that they could refute later.

15 We were told that they absolutely would not
16 endanger our well areas or our spring areas. Now, I don't
17 mean to say that I don't get along with the forest service
18 people. We do. We know that they have to do certain
19 things by mandates of their superiors. Likewise with
20 these BLM people here to my left, we've done a lot of
21 business with them. We've had to pay through the nose on
22 some of them. They've been expensive on a lot of EIS
23 studies that have been made. But at least we could do the
24 job.

25 Right now under this wilderness study area,

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205 East Tabernacle - St. George, Ut. (801) 628-3241

COMMENT LETTER LCI-10

1 we're confined. Every time that we turn, we have to do
2 all kinds of negotiating. It's money; it's time. And
3 I'll give you an example of money and time.

4 I have been affiliated with two generation
5 stations that were tried down in this area. One was the
6 Kaiparowits, and one was the Warner Valley. The
7 Kaiparowits -- if it would have got on line -- 3,000
8 megawatt station, 1.1 cent power delivered at the site.
9 The Warner Valley was 1.4 cent delivered at the site. If
10 we could have got those things off the ground at that
11 time. In dollars and cents -- I don't have the figures
12 right here, but if you want to figure kilowatt hour or
13 kilowatt year over a period of 30 to 50 years, you're
14 looking at millions of dollars -- billions of dollars, in
15 fact on that 3,000 megawatt station that got knocked
16 down.

17 Somewhere along the line, there's got to be
18 value to some of these lockups. I think that there should
19 be at least a tolerance of some kind of development to the
20 resources that we have to exist on -- that people have to
21 live with.

22 Another thing that has come up now is we've
23 got a beautiful reservoir here that was built. There will
24 be other comments I'm sure at a later time during this
25 deal. But just from a citizen's standpoint, that

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205 East Tabernacle - St. George, Ut. (801) 628-3241

1 reservoir can only be utilized at half capacity because we
2 had to give in as a county and the conservency district
3 about half of that water resource to environmental
4 problems. I think that will be satisfied at a later date,
5 but that is still costly.

6 At this time, I cannot say that I'm in favor
7 of any more wilderness study areas and specifically those
8 that encroach on our developing well area. The one that I
9 have problems with is that 15 years ago, we made an
10 extensive drilling area or drilling program all along the
11 base of this Pine Valley Mountain clear around to Leeds.
12 All that Navajo -- we pioneered the Navajo situation.
13 There wasn't anybody in the world who found water in
14 Navajo until we got into Navajo formation. And we have
15 that pinpointed for development for all the communities
16 across that area.

17 I definitely don't want to see that locked
18 out. I'm not against the wilderness; I'm not against the
19 wilderness study areas. But I think it's too tight. We
20 can't move without a tremendous amount of money, and that
21 money costs the ratepayers one heck of a lot of dough.

22 And that's all I have to say. Thank you.
23 MR. SWEITZER: Thank you.

RESOLUTION OPPOSING THE BLM WILDERNESS AREA
CONCEPT

WHEREAS, The Red Mountain Wilderness Study Area is underlain
by a sizeable aquifer which has yielded successful water wells in the adjacent
Snow Canyon State Park. Although this aquifer is presently closed to water
rights appropriations, the possibility exists that future growth of St. George
and other surrounding communities may necessitate re-opening of
negotiations for water rights applications in order to supply needed culinary
water. Wilderness designation could greatly preclude potential future use of
this aquifer as a municipal water source for expanding communities in
Washington County.

WHEREAS, The Cottonwood Canyon Wilderness Study Area covers a
large groundwater aquifer contained in the Navajo Sandstone. Both St.
George and Washington cities' have drilled successful water wells in this
formation. The "All Wilderness" alternative removes from future
development a potential municipal water source of between 14,000 and
84,000 acre-feet per year. In addition, this study area contains substantial
and necessary culinary water sources for six local municipalities in
Washington County. This desert area contains the fastest growing
communities in the State of Utah, and therefore no actions should be
implemented which may cause conflict with the future development of
needed culinary water sources.

WHEREAS, The Watchman Wilderness Study Area's small size of 600
acres does not provide outstanding opportunities for either solitude or
primitive and unconfined recreation.

WHEREAS, BLM management of the Red Butte, Goose Creek
Canyon, Beartrap, Taylor Creek, and LaVerkin Creek Canyon Wilderness
Study areas is uneconomical due to their small size and isolation from other
BLM lands. As independent wilderness areas, their small size does not
provide outstanding opportunities for either solitude or primitive and
unconfined recreation.

WHEREAS, Only in rare instances should land be set apart as
wilderness. On the contrary, back country and so called primitive areas
should be opened to all citizens as were the wonders of Yellowstone National
Park earlier in this century. Building access roads and trails allows all

LCI-11.1

LCI-11.2

COMMENT LETTER LCI-11

citizens to enjoy the wonders of this great nation rather than a minority of selected recreationists.

WHEREAS, In this day and age and with the dependency we have on oil, gas, coal, as well as other minerals, we cannot justify locking up these resources into wilderness designed areas until an in depth assessment has been made of all mineral bearing lands in the projected Wilderness Study Areas.

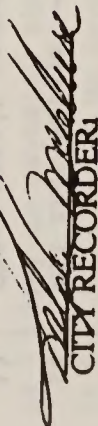
NOW THEREFORE, It is hereby resolved by the City Council of the City of Washington, Utah, that opposition be made to any wilderness designation of the Red Mountain, Cottonwood Canyon, Watchman, Red Butte, Goose Creek Canyon, Beartrap Canyon, Taylor Creek Canyon, and the LaVerkin Creek Canyon Wilderness Study Areas.

PASSED by the City Council of Washington City this 21 day of May, 1986.

WASHINGTON CITY

BY: Robert C. Shaul
MAYOR

ATTEST:


CITY RECORDER

TRIBAL GOVERNMENTS

July 09, 1986

Wilderness Studies
Bureau of Land Management
324 State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen:

I am concerned about the Wilderness studies being handled by your people with the intent to designate additional lands as Wilderness in San Juan County. If the areas of Fish Creek Canyon, Road Canyon and Mule Canyon are designated wilderness, the action will have a negative impact on our lives, our health maintenance, our traditional healing practices and our livelihood.

I depend on the resources of this area for my family's upkeep. We gather firewood in the area to heat our homes in the winter, to cook our meals three times a day and for several uses during traditional healing ceremonies at our home. Wood is needed in large quantities at one time during traditional healing ceremonies, especially for squaw dances (three night/three day enemy way sings), for fire dances (nine night/nine day sings). Traditional medicine men collect herbs from different locations to treat us when we become ill. We have hunted in the area many times for deer. Our ancestors hunted in the area before the white man came.

I look for the day when this land will be ours again. Our grandparents tell us of the time when this land was given to us by our creator, the Great Spirit, but the white man took it away from us through ill manner.

I am opposed to having more land designated wilderness. I do not want my progenitors deprived of the resources available from our Mother Earth. I love my Mother Earth and do not want to lose or be deprived of my relationship with her. Those people who do not depend on the resources of our Mother Earth and do not have the same relationship with her can go elsewhere to fulfill their goals or achieve what they want.

Wilderness designation would also negatively impact my children's and grandchildren's education. Wilderness will prevent future exploration and extraction of natural resources and thereby restrict any revenues off of the lands. These revenues are needed in the future to pay for the operation of schools in the County.

I recommend the lands be managed for multiple use by BLM but not for single use.

Sincerely,

cc: Senator Jake Garn
Senator Orrin G. Hatch
Congressman James V. Hansen
Congressman Howard Nielson
Congressman David Monson
Governor Norman Bangerter

COMMENT LETTER T-1

July 9, 1986

Wilderness Studies [U-933]
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen,

The BLM is proposing to designate additional land in Utah including some in San Juan County as Wilderness. The Draft Environmental Impact Statement did not address thoroughly many issues which negatively impact us who live here in San Juan County.

Designating these lands for single use by only a handful of environmentalists will not benefit us who rely on the natural resources for survival. The natural resources available on these lands mean economic viability in our county which will in turn yield tax revenues to run our educational system. Development of the Natural Resources also mean future employment for our people. Many of us who do not have electricity in our homes need firewood to heat our homes and cook our meals. We hunt deer in the area for our food and buckskin for use in traditional healing ceremonies. Many of our traditional medicine men also collect plants for herbs from the area to treat and heal the sick and ailing. We also get nuts and fruits from various plants in the area.

We Native Americans respect and reverence our Mother Earth and freely exchange our resources to bless each other. We bless our Mother Earth and offer precious stores to her in return for providing us her fruits. We do not want this relationship interrupted or prohibited by the white man's laws or deceptive decisions.

I am opposed to the proposed designation of additional lands as wilderness in San Juan County, our home land. I want to enjoy my freedom of communion with my Mother Earth and freedom to practice my religion as promised in the U.S. Constitution.

Sincerely,

cc: Senator Jake Garn
Senator Orrin G. Hatch
Congressman James V. Hansen
Congressman Howard Nielson
Congressman David Monson
Governor Norman Bangertter

COMMENT LETTER T-1

July 09, 1986

Wilderness Studies
Bureau of Land Management
Utah State Office
324 State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen:

I am opposed to additional lands in San Juan County being designated Wilderness. I am in support of the position adopted by the Southeastern Utah Association of Local Governments, San Juan County and Utah Navajo Development Council. I am aware that the Draft Environmental Impact Statement did not thoroughly address many issues including peripheral zones of influence, interagency transfers, wilderness reserve water rights, fire protection, Indian use of resources available on the lands in San Juan County and others.

The lands in question should be managed for multiple use by all people who benefit from the natural resources available on those lands. Decisions should not be made which will prevent we Indians from access to those resources. We are dependent on them for our livelihood and well being.

Sincerely

cc: Senator Jake Garn
Senator Orrin G. Hatch
Congressman Howard Nielson
Congressman James V. Hansen
Congressman David Monson
Governor Norman Bangertter

July 09, 1986

Wilderness Studies
Bureau of Land Management
Utah State Office
324 State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen:

I am opposed to designation of additional lands in San Juan County for wilderness for the following reasons:

1. The lands would have only single use, only by the environmentalists. Environmentalists use the areas only once per year. They do not even spend money in the local businesses and therefore do no contribute to the local economy to increase employment.
2. It would prevent us from gathering firewood in the area. I need the firewood to heat my home, to cook our meals three times a day and for several uses during traditional healing ceremonies at our home when certain types of sickness or ailments come upon us. We also get live cedar poles to build hogans with, to live in and for traditional healing ceremonies.
3. It would prevent me from hunting and gathering nuts and fruits in the area. It would also prevent our traditional medicine men from collecting plants for herbs in the area.
4. It would prevent exploration and extraction of natural resources from the area. This would stop any tax revenues from being generated in this area which would in turn curtail funds for schools. This affects the education of our children and grandchildren.
5. It would also limit or even prevent certain developments from being actualized. A case in point is the LimeRidge project which could provide employment for many of our children and other people. Our County, especially the Navajo Reservation area, has a high unemployment rate. Limestone is proposed to be extracted on LimeRidge for use by various industries.

T-1.4

I get very concerned when the local users of the land and it's resources do not have input or their concerns are not given much credit. Sometimes the desires and wants of outsiders are listened to more than we local people.

T-1.5

I ask you to listen to our concerns and consider the great negative impact wilderness would have on us and our future generation. The lands should continue to be managed by BLM for multiple use.

Sincerely,

cc: Senator Jake Garn
Senator Orrin G. Hatch
Congressman James V. Hansen
Congressman Howard Nielson
Congressman David Monson
Governor Norman Bangerter

COMMENT LETTER T-1

192 Individuals signed one or more of these four form letters.

COMMENT LETTER T-2

27 South 100 East
Blending, Utah 84511
801-678-2285

Chairman of the Board
Onas Mastach

Executive Dire
Herb (

May 06, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

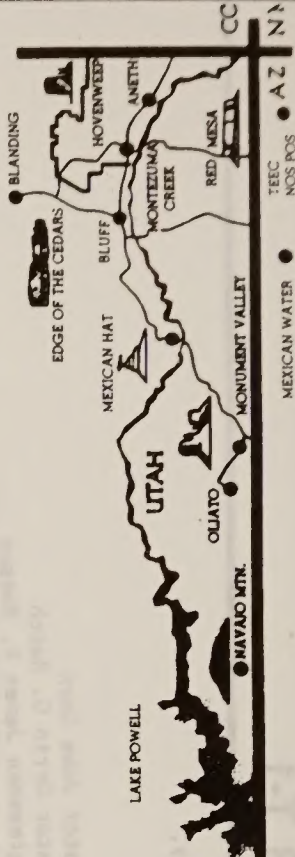
Dear Sirs:

T-2.1

On behalf of the Utah Navajo Development Council and the Navajos living on the Utah portion of the Navajo Reservation, I wish to comment on the proposed wilderness designation of Road Canyon WSA (UT-060-201), Fish Creek Canyon (UT-060-204) and Mule Canyon WSA (UT-060-205 B). The combined acreage for these three WSA's is 104,850 acres or approximately 163.82 square miles. Attached are copies of resolutions adopted by the Oljato chapter, a local subunit of the Navajo Tribal government, and Utah Navajo Development Council Board of Trustees opposing the wilderness designation proposed for the WSA's by the Bureau of Land Management.

The Environmental Impact Statement (Volume V. Southeast Region, Utah BLM state-wide Wilderness Draft Environmental Impact Statement) comments that there is limited firewood gathering by Indians on the Road Canyon, Fish Creek Canyon and Mule Canyon WSA's. The EIS does not adequately address the acres which I wish to comment on.

Navajos gather wood in these areas for heating their homes and cooking their meals. Wood is a necessity for these purposes because a majority of the Navajo homes do not have electricity. Wood is needed and used in large quantities at traditional sings, squaw dances (Enemy Way Sing), Fire dances (nine night sing) and Yei-bi-chai dances (nine night sing). At these sacred ceremonies, wood is used to cook meals for all those people who come to help, to participate in various rituals, to dance and to watch. Wood is used to provide fire light at nights for dances. Squaw dances are held during the summer time in several locations, depending on how many people are affected by the enemy spirits.



Wilderness Studies (U-933)
May 06, 1986
Page 2

T-2.1 (cont.)

Live Junipers are cut and used to build hogans, the traditional dwelling places for Navajos and where many sings are held. They are also used to build shade houses under which meals are cooked at home and at traditional ceremonies. They are used to build livestock corrals.

Live Juniper branches are cut and used in building shade houses. They are used to enclose night dancing areas in the fire dance. Live leaves of Juniper are burned and the ashes mixed with ground corn to make corn meals, breads and other traditional food.

Before the Whiteman came into Indian Country, the Indians depended greatly on nature and it's resources for survival. To the Navajos, this land is Mother Earth. Mother Earth provides them the necessities of life; air, water, food, medicine, shelter and energy. In return for these resources, Navajos present offerings of precious stones and corn pollen to the earth and bless it. They ask for blessings on the mountains, valleys, water, plants and wild and domestic animals from the Great Holy Spirit, and Creator. Through this respect, reverence and exchange of gifts, Mother Earth has provided it's resources abundantly to the Navajos.

Navajos collect various herbs for traditional healing, curative and health maintenance purposes and also for use in traditional ceremonies. Ceremonials include a variety of sings, fire dances, Squaw dances, Yei-bi-chai dances and other rituals for healing the sick. Herbs are used to treat both human and animals.

Broad leaf yucca (*Yucca baccata*) is used as a remedy for vomiting, to relieve heartburn and also used in Mountain Chant, a Five and Nine Night Sing. Big sage brush (*Artemisia tridentata*) is used to help in deliverance of children, for stomach ache, for headaches, for colds and fevers, as an ingredient in the "life medicine" and in the Mountain Chant. Ephedra are used as a remedy for venereal, kidney and stomach problems and as a cough medicine. Some euphorbia plants are used as a remedy for boils and pimples. Cliff Rose (*Cowania*) is used with sage brush and other plants for colds and fever, and to soothe and medicate back pains or muscle aches. There are many other plants used for other purposes. Some are used in combinations or mixtures. Different parts of the plants are used for various specific ailments.

My father collects herbs from many different locations in Utah, Colorado, New Mexico and Arizona. At one time, a horse belonging to my nephew had apparently swallowed an ant or a spider while it was fed hay. The horse developed a fever and went down and looked like it was going to die. My father chopped some plant leaves used specifically for swallowing of ants and put it in warm water. We raised the horse's head; he poured the potion into the horse's mouth. By massaging the horse's throat, he made the horse swallow the potion. He also rubbed part of the potion all over the horse. In about fifteen (15) minutes the horse exerted loosely and got up and recovered. On another occasion, a man who had come down with venereal disease came to him for treatment. He had been to various clinics and had been given antibiotic shots, but was not responding. He treated the person with some herbs and had the person reveal how he contracted the disease. Later on, the person came back and told my father the disease went away and wanted more of the herbs.

Wilderness Studies (U-933)
May 06, 1986
Page 3

T-2.1 (cont.)

Navajos and Utes collect berries from squaw bush plants for food and use in some traditional Navajo healing ceremonies. One type of sing performed to ask Gods for rain requires eating of natural foods during the duration of the sing. They also cut straight young shoots from these plants for the making of medicine and wedding baskets. These baskets are used to carry the medicine man's paraphenalia, to carry ground corn, to carry corn meal at a traditional wedding and for other sacred purposes.

Some Navajos still hunt in the traditional manner. This requires cleansing the body and mind before the hunt. This is done by drinking liquid from boiled herbs and sweating in a traditional sweat house. These people have built sweat houses in certain locations where they hunt each year. After the hunt, they sweat again before returning home. These rituals are very sacred to them when hunting in the traditional manner.

Many Navajos come to pick pinon nuts when they become available. They pick cedar berrics to make various ornaments and for other purposes. They also collect fruits from other plants. To be able to do these various things, Navajos must travel into the various locations by motor vehicles. Wilderness designation would prevent Navajos from getting to these resources. It is unreasonable to force an elderly person to walk long distances to offer prayers and collect herbs. Some plants used as herbs grow along canyon rims or in other specific locations which are long distances from the main highway on Cedar Mesa. It is unreasonable to force people to carry wood long distances to the highways.

In 1864, Navajos were gathered and driven to Fort Sumner, New Mexico and held captive for four years. Some Navajos remained in the Navajo Mountain area and some remained north of the San Juan River in San Juan County, Utah. (Navajo stories of the LONG WALK PERIOD, published by the Navajo Community College Press, 1973). Those who were held captive conceded, after four years of sufferings, to giving up a major portion of their homeland to the United States Government. It is claimed by descendants of those Navajos who remained north the San Juan River that their ancestors did not concede to giving up their homeland. They claim that the land north of the San Juan River up to the LaSal Mountains is still Navajo Country and that they will get the land back some day.

Because of these and other reasons, it is not practical nor reasonable to close off the area to Indian usage. They must be allowed to continue to enter the area without restraint. Wilderness designation will undoubtedly prevent them from entrance onto their contry to acquire it's resources. As it always happens, whatever rules and regulations are adopted will be amended to farther restrict access to the various resource sites by Indians.

As Navajos who lived on theselands before the Whiteman came and who depend on natural resources for survival and their well being, we are opposed to the wilderness designation of Road Canyon, Fish Creek Canyon and Mule Canyon Wilderness Study Areas.

We are asking for careful consideration of these reasons. For the good of the Navajo population and the County, it is best to manage the area without wilderness designation. We are the people who utilize its resources on a daily basis. Environmentalists and other people do not use these resources on a daily basis and therefore should have less weight and influence than local people.

Wilderness Designation (U-933)
May 06, 1986
Page 4

Thank you for this opportunity to comment on a very important issue.

Respectfully yours,

Jully Laneman

Tully Laneman,
Deputy Director

TL/vl

cc: Peterson Zah, Chairman, Navajo Tribal Council
Donna Chavez, Assistant Attorney General, The Navajo Nation
Calvin Black, Chairman, San Juan County Commission
Senator Orrin Hatch, U.S. Senate
Senator Jake Garn, U.S. Senate
Congressman Howard Neilson, U.S. House of Representatives
Governor Norm Bangerter, State of Utah
Herb Clah, Executive Director, Utah Navajo Development Council

UTAH NAVAJO DEVELOPMENT COUNCIL

27 South 100 East
Blanding, Utah 84511
801-678-2285

86-04-030

Chairman of the Board
Jonas Mastach

RESOLUTION
OF THE

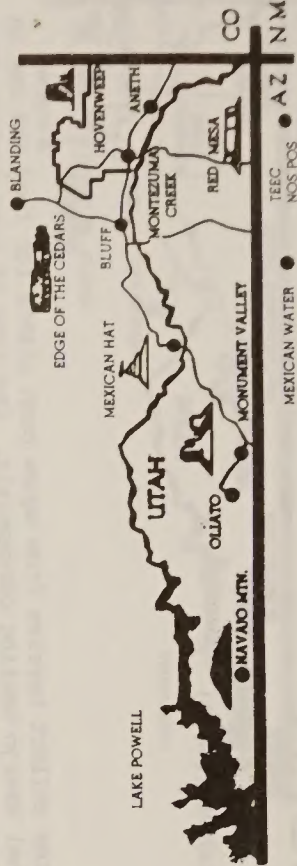
UTAH NAVAJO DEVELOPMENT COUNCIL

Executive Director
Herb Clah

Requesting The Department of Interior, Bureau of Land Management To Not Designate
Road Canyon and Fish Creek Canyon As Wilderness Areas.

WHEREAS:

1. The Utah Navajo Development Council, a non-profit corporation chartered in the State of Utah, is governed by a eight (8) member Navajo Board of Trustees elected and appointed by the Chapters (Local governing subunits of the Navajo Tribal Government) of Aneth, Red Mesa, Teec Nos Pos, Mexican Water, Oljato, Navajo Mountain, Blue Mountain Diné Community (Navajos living outside of the Navajo Reservation) and the Navajo Tribal Chairman; and
2. The Navajo Tribal Government and the State of Utah Division of Indian Affairs recognize Utah Navajo Development Council as representative of the Utah Navajos living in San Juan County, Utah; and
3. The U.S. Department of the Interior, Bureau of Land Management is proposing to recommend to the Secretary of Interior 1,892,402 acres of public land in 58 Wilderness Study Areas (WSA's) as suitable for wilderness designation which includes 52,420 acres in the Road Canyon WSA (UT-060-201) and 46,440 acres in the Fish Creek Canyon WSA (UT-060-204) in San Juan County, Utah; Volume V, Southeast Region, Utah BLM statewide Wilderness Draft Environmental Impact Statement; and
4. The Environmental Impact Statement reports Road Canyon and Fish Creek Canyon areas as having limited firewood gathering use by Indians and therefore wilderness designation would not significantly impact on the use of this resource and the report does not comment on Indian collecting various herbs on those lands; and



5. The 1980 U.S. Census of populations shows 1,651 Navajos living in the Oljato area and 635 Navajos living in the Mexican Water/Bluff area and a majority of these people gather wood from the Road Canyon and Fish Creek Canyon areas for use in heating their homes, cooking their food, for cooking, heating and other purposes at traditional healing rituals (year round) and for building corrals and traditional hogans; and
6. Navajos also collect various plant leaves, stems and roots for use as curative, medicinal and health maintenance herbs and for use in traditional healing rituals; and
7. Navajos pick pinon and pine nuts in these areas when they become available; and
8. Navajos hunt for deer for meat in these areas, some utilizing traditional practices and some utilizing the modern methods; and
9. It is the feeling of the Navajo people that the area is Navajo Country even though the Federal Government may have ownership of it, so the Navajos should not be forbidden from access to wood, herbs, nuts and wildlife.

NOW, THEREFORE BE IT RESOLVED THAT:

The Utah Navajo Development Council Board of Trustees requests the Department of Interior, Bureau of Land Management not to designate Road Canyon and Fish Creek Canyon as Wilderness areas.

C E R T I F I C A T I O N

I do hereby certify that the foregoing resolution was fully considered by the Utah Navajo Development Council Board of Trustees at a duly called Board meeting at which a quorum was present and the same was passed by a vote of 7 in favor and 0 opposed this 8th day of April, 1986.

ATTEST:

Walter Atene
Walter Atene, UNDC Board Secretary

Jonas Mastach
Jonas Mastach, Chairman
UNDC Board of Trustees

UTAH NAVAJO DEVELOPMENT COUNCIL

27 South 100 East
Blanding, Utah 84511
801-678-2285

Chairman of the Board
Jonas Mastach

Executive Dir
Herb

July 09, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 State Street, Suite 301
Salt Lake City, Utah 84111-2303

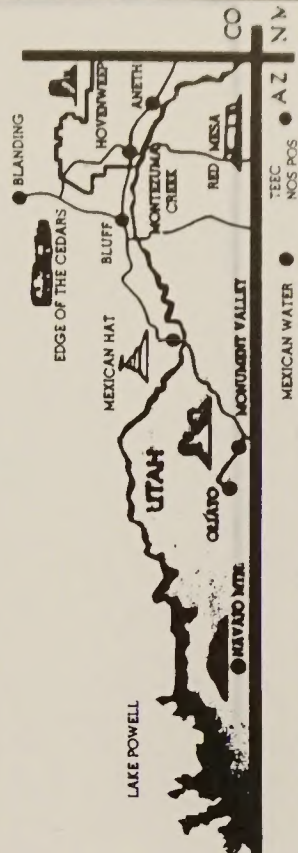
Dear Gentlemen:

I am writing in support of the position that the Southeastern Utah Association of Local Governments, San Juan County and Utah Navajo Development Council took in opposing an additional Wilderness designation in the State of Utah, especially in San Juan County, Utah. The DEIS did not adequately address many areas such as peripheral zones of influence, interagency transfers, wilderness reserve water rights, fire protection, access for Native Americans to the natural resources and others.

Locking up millions of acres of public lands, some of which is on the Navajo Country in San Juan County, Utah, for single use is detrimental to the livelihood of local residents and to the local present and future economy. Local residents depend on the resources available on these lands for their survival. Native Americans depend on the natural resources for their well being, especially their health and mental status. The present and future economy of our area depends on the utilization of the natural resources provided by our Mother Earth. Navajos gather firewood from these lands to heat their homes, cook their meals and use them in traditional healing ceremonies. They also collect plants to heal and care the sick and ailing, to maintain physical and mental well being of individuals and to prevent sickness and ailment.

T-2.3

Concerns and recommendations of local residents should bear greater weight and influence than those who do not reside within this area and do not depend on the resources of the local lands for their livelihood. People from the outside may visit the area one or two days out the year. Many of these people do not even



COMMENT LETTER T-2

Wilderness Studies
July 09, 1986
Page 2

T-2.3 (cont.)

come by means of motor vehicles. They have no positive impact on the economy. Vacationers and people who come to see sites of special interest such as the Edge of Cedars Museum or the Natural Bridges do contribute some to the economy. Environmentalists come into the area on bicycles or on foot and do not purchase gas to get around. Most often they will only buy a can of pop here and there and candy bars along their way to their destinations. This does not contribute to the local economy.

Please hear our cries and we plead with you not to designate more lands for wilderness here in Utah, especially here in San Juan County, Utah. Though the Bureau of Land Management and the Forest Service may own the public lands in San Juan County, it is still Navajo Country. It is a part of our Mother Earth.

Sincerely,

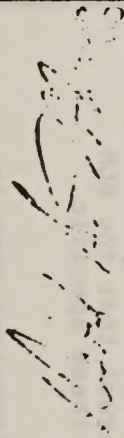
Tully Lameman

Tully Lameman,
Deputy Director

TL/vl

cc: Senator Jake Garn
Senator Orrin G. Hatch
Congressman Howard Nielson
Congressman James V. Hansen
Congressman David Monson
Governor Norman H. Bangert
Peterson Zah, Chairman, Navajo Tribe
Donna Chavez, Assistant Attorney General, Navajo Tribe

CONGRESSIONAL OFFICIALS



DAVID S. MONSON, M.C.

LADIES AND GENTLEMEN:

I APPRECIATE THE OPPORTUNITY TO PRESENT MY FEELINGS ON THE ISSUE OF NEW WILDERNESS AREAS IN THE STATE OF UTAH.

I FEEL THAT IT IS VITAL THAT THE STATE, AND THE NATION, MAINTAIN THE INTEGRITY OF THE MULTIPLE USE PHILOSOPHY FOR PUBLIC LANDS. THE IDEA THAT THE BEST WAY TO PRESERVE LANDS IS TO LOCK THEM UP FOR A SINGLE USE IS FLAWED. THE USE OF PUBLIC LANDS SHOULD BE DESIGNED SO THAT THERE IS A BALANCE BETWEEN THE ABILITY OF THE PEOPLE TO USE THOSE LANDS AND THE NEED TO PRESERVE THE BEAUTY AND NATURAL RESOURCES OF THE AREA.

IN THE STATE OF UTAH THERE ARE A NUMBER OF LAND USES WHICH SHOULD BE CONSIDERED: GRAZING, WATER RIGHTS, SOCIOECONOMIC, AND RECREATION. EACH OF THESE PLAYS AN IMPORTANT ROLE IN THE ECONOMIC, AND SOCIAL WELFARE OF THE STATE AND THE CITIZENS OF UTAH. IF WE ABANDON THE IDEA OF MULTIPLE USE WE ARE ESSENTIALLY REMOVING ALL WILDERNESS LANDS FROM THE FIRST THREE USES I LISTED. THIS WOULD HAVE AN ADVERSE EFFECT ON THE PEOPLE AND THE ECONOMY OF THE STATE.

THE SELECTION OF ANY NEW WILDERNESS LANDS SHOULD BE MADE VERY CAREFULLY, TAKING INTO ACCOUNT THE NEEDS OF THE LOCAL POPULATION AND THE STATE AS A WHOLE. IT IS MY CONCERN THAT MANY OF THE PROPOSALS DO NOT DO THIS. INSTEAD THEY HAVE ADOPTED THE IDEA THAT

C-1.2

C-1.2
(cont.)

MORE WILDERNESS IS ALWAYS BETTER THAN LESS. I DO NOT THINK THIS IS TRUE.

I WILL SUPPORT THE ADOPTION OF A BILL TO DESIGNATE NEW WILDERNESS ONLY IF IT CONSIDERS THE POINTS THAT I HAVE MADE AND IF IT MAINTAINS THE IDEA OF MULTIPLE USE.

HOWARD C. NIELSON
2ND DISTRICT, UTAH

COMMITTEE ON
ENERGY AND COMMERCE

COMMITTEE ON
EDUCATION AND LABOR

TAKE FORCE ON ENERGY
AND NATURAL RESOURCES
CHAIRMAN

REPUBLICAN POLICY
COMMITTEE

Congress of the United States
House of Representatives
Washington, D.C. 20515

May 7, 1986

Mr. Roland Robinson
State Director
Bureau of Land Management
301 CFS Building
324 South State Street
Salt Lake City, UT 84111-2303

Dear Roland:

I would like to take this opportunity to comment on the Utah Bureau of Land Management's Statewide Wilderness Draft Environmental Impact Statement. I can appreciate the extensive efforts that went into this document and I commend you and your staff for your efforts. However, there are several considerations that I wish to share with you before the BLM makes its final recommendations.

1. The EIS identified twelve significant issues. Each of these issues is important and should be studied carefully prior to any recommendation by the BLM. I feel that it is paramount that any recommendation balance the various concerns. Currently, the State of Utah has approximately 800,000 acres of National Forest lands designated as wilderness. Also, there are millions of additional acres managed as defacto wilderness in roadless Forest Service primitive areas and National Parks within the State of Utah. For its part, the BLM has identified 84 wilderness study areas with a total of 3,231,327 acres. I am sure that many of these have high wilderness value. However, the question is not how many acres in Utah qualify for wilderness designation but how much wilderness the state of Utah can have and still maintain the proper balance of its other interests. Simply placing large tracts into wilderness without first assessing the potential value to the State, local communities, private industry and the general economy would be irresponsible. I trust that the BLM will listen carefully and strive to balance these specific interests and considerations.

2. The BLM's definition of roads, which categorizes some as "ways", requires rethinking. For example, in Southeastern Utah numerous roads run through several wilderness study areas. These are not maintained by mechanical means, nor do they need to be in Utah's climate. These "ways", which in at least one case can sustain speeds of 35 miles per hour, should qualify as roads.

C-2.2

Mr. Roland Robinson
May 7, 1986
Page 2

C-2.3

3. The BLM must also be aware of factors external to the study which will nevertheless greatly influence implementing legislation and impact on the state and region. One is a recent Colorado Federal District Court decision which some interpret to mean that wilderness has water rights superior to those established under prior state and federal law. Neither does the study specifically treat the possibility of imposed buffers, integral vistas or Class I air quality standards. These factors, if applied could adversely affect the economy of the region and state.

C-2.4

4. Some experts believe that designating any of the proposed alternatives as wilderness will lockup significant potential oil, oil shale, tar sands, natural gas and uranium deposits. These resources may well be important to the energy independence of the nation in a hostile world.

C-2.5

5. The ranching industry has a vital interest in the designation of BLM wilderness areas. Currently, many cattle and sheep operations are undergoing serious financial stress. Imposition of wilderness restrictions will mean greatly diminished ability to improve the range through chaining, seeding, and water development. Also, access for the movement of livestock will be more difficult. This negative economic impact must be carefully evaluated.

C-2.6

6. Scattered throughout many of the WSA's are sizable parcels of state owned land, which if left in, would make the proposed wilderness areas difficult to manage. This item is especially appropriate since the Cotter decision decreed that access must be allowed to these areas. The BLM should reconsider enclosing state sections when no reasonable prospect exists for removing them.

C-2.7

7. Throughout the course of these hearings, you will be exposed to many views from well-organized, articulate national groups in pursuit of particular agendas. Others will be simple folks who are worried about jobs or homes or ranches. Still others will be officials who have been elected by a majority of the voters in their towns, counties and districts. I trust the BLM will appropriately weigh all input to these proceedings.

PLEASE RESPOND TO:
1229 LONGWORTH BUILDING
WASHINGTON, D.C. 20511
TELEPHONE (202) 225-7778

88 WEST 100 NORTH #10
PROVO, UTAH 84601
TELEPHONE (801) 377-1777

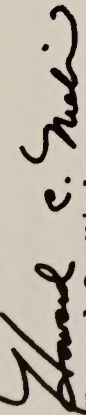
1777 WEST 80TH SOUTH
WEST JORDAN, UTAH 84061
TELEPHONE (801) 524-4300

UTAH TOLL-FREE NUMBER
1-800-348-1426

Mr. Roland Robinson
May 7, 1986
Page 3

I know that you will give these and all other comments careful review. Thank you for your consideration.

Sincerely,



Howard C. Nielson
Member of Congress

HCN/skk

UTAH LEGISLATIVE REPRESENTATIVES

OPPOSITION TO FURTHER WILDERNESS

DESIGNATION RESOLUTION

1986

SECOND SPECIAL SESSION

Enrolled Copy

S. C. R. No. 1

By Ivan M. Matheson

A CONCURRENT RESOLUTION OF THE LEGISLATURE STATING OPPOSITION TO ANY FURTHER DESIGNATION OF WILDERNESS AREAS IN UTAH; AND ASKING CONGRESS TO MODIFY THE FEDERAL LAND MANAGEMENT POLICY ACT.

Be it resolved by the Legislature of the state of Utah, the Governor concurring therein:

WHEREAS, the Bureau of Land Management (BLM) embarked in 1978 on a study of 20 million acres administered by the Utah Bureau of Land Management to determine if these acres should be designated as wilderness areas;

WHEREAS, the BLM's draft environmental impact statement (DEIS) lists seven alternatives, six of which recommend designating new wilderness areas in the state;

WHEREAS, the BLM has proposed as its preferred alternative that 54 of the 82 areas studied, representing 1.9 million acres be designated as wilderness areas;

WHEREAS, the BLM's preferred alternative would hamper economic development in Southern Utah and preclude economic vitality by withdrawing almost two million acres of land from multiple use sustained yield;

S. C. R. No. 1

WHEREAS, Utah already has a vast amount of land in its five national parks, Park Service or Forest Service recreation areas, Department of Defense bombing and gunnery ranges, and Indian reservations, that are designated as single use areas and cannot be developed or follow the multiple use concept;

WHEREAS, 800,000 acres have already been designated as forest service wilderness in Utah;

WHEREAS, the reserved water right decision rendered in a Colorado district court mandates a reserved water right to any designated wilderness area, thereby jeopardizing water rights on other public lands and on privately held property if new wilderness areas are designated;

WHEREAS, by designating these areas wilderness areas, the state will be unable to service these lands, or build roads to make these areas accessible to tourists or industry;

WHEREAS, utility lines and pipelines to service vast areas of Southern Utah will not be built if these lands are designated as wilderness areas;

WHEREAS, the BLM's DEIS does not reflect the most current, state-of-the-art energy and mineral data provided to the BLM by industry over the last several years, meaning that minerals evaluation and assessment information within the statement is faulty and unreliable for determining the mineral potential of the wilderness study areas;

WHEREAS, the DEIS indicates that approximately 50% of the potential oil and gas resources in the wilderness study areas, and 40% to 50% of

S. C. R. No. 1

the locatable minerals would be forever lost to the state, which loss would adversely impact mineral and energy production in an area of the state that desperately needs new development;

WHEREAS, revenues from developable natural resources in these proposed wilderness areas will be lost, thus denying much-needed revenue that could help pay for the education of our children, the state's most precious resource;

WHEREAS, local economies are delicately crafted and balanced by wise use of available natural resources and respect for the land;

WHEREAS, local and state economies are heavily dependent and necessarily protected under multiple use sustained yield;

WHEREAS, the BLM has established a public comment period, with public hearings throughout the state to be held in May and written comment to be received by August 15; and

WHEREAS, it is imperative that the Legislature of the state of Utah make its position known on wilderness designation in Utah.

NOW, THEREFORE BE IT RESOLVED that the Legislature of the state of Utah, the Governor concurring therein, is opposed to any further designation of wilderness in Utah.

BE IT FURTHER RESOLVED that this Legislature strongly disagrees with the Colorado district court decision rendered in Sierra Club v. Block (the so-called reserved water right decision), as being counter to the interests of the West, this state, and its citizens.

S. C. R. No. 1

BE IT FURTHER RESOLVED that the Utah Legislature urges Congress to modify the Federal Land Management Policy Act to exclude any state with greater than 30% federal ownership from the provisions of the 1964 Wilderness Act.

BE IT FURTHER RESOLVED that the Legislature urges the State Land Board not to trade any state sections out of any BLM wilderness study area.

BE IT FURTHER RESOLVED that a copy of this resolution be prepared and sent to the director of the Division of State Lands, the members of the Utah State Land Board, the director of the State Bureau of Land Management, the director of the Federal Bureau of Land Management, the members of Utah's congressional delegation, the President of the United States Senate, the Speaker of the United States House of Representatives, and the chairmen of the United States House and Senate Interior Committees, and the chairman of the United States Senate Committee on Energy and Natural Resources.

UTAH STATE SENATE

SENATOR
IVAN MATHESON

TWENTY-NINTH DISTRICT
WASHINGTON, GARFIELD,
IRON, AND KANE COUNTIES

265 EAST MIDVALLEY ROAD
CEDAR CITY, UTAH 84720
HOME: 586-9239



APPROPRIATIONS
Higher Education
STANDING COMMITTEES
Health, Chairman
Energy, Natural Resources and Agriculture

August 8, 1986

Mr. Roland Robinson, Director
Bureau of Land Management
2370 South 2300 West
Salt Lake City, UT 84119

Dear Mr. Robinson:

This letter is in response to your call for comments on the proposed 1.9 million acres you are now recommending for wilderness designation. Let me point out concerns that I think are vital to the well-being of the state of Utah which I think you should consider before you make these recommendations.

L-2.1

First let me point out the economic affects on our natural resources. By your agency's admission, you indicated that maybe as much as 50% of the state's mining resources and possibly as high as 40% of the state's gas and oil reserves would be locked up in this proposal. This in itself makes the proposal as far as I am concerned totally unacceptable.

The OPEC nations are proposing to force the price of oil back up to the high levels we have seen recently or maybe even higher. If this happens the price of gasoline and diesel oil will be so high that the average motorist will not be able to afford to drive. Plus there would be additional impacts from the by-products of gas and oil in our economy.

Let me indicate to you, Mr. Robinson and others concerned, that the wealth of our nation and world comes from the ground in five resources. These include gas and oil, mining, timbering, agriculture, and water and that all other industry and products are by-products of these five resources. We cannot allow ourselves to be placed in a position where we are totally dependent on foreign imports for our needs. It could leave us in a hostage position that we would not be able to overcome.

Because such a large percentage of Utah is federally owned, many parcels of private property would either be affected in their use or be denied access and be subject to the regulations of the wilderness around it, rendering the property useless. We cannot

L-2.2

Mr. Roland Robinson, Director
Bureau of Land Management
August 8, 1986
Page two

L-2.2
(cont.)

afford any more private land to be pushed into a tax-exempt status in the state of Utah. Loss of revenue by oil and mineral leasing which would be stopped in these areas, would further impact Utah's already devastated economy.

L-2.3

With Utah being one of the driest states in the Union, we desperately need the ability to be able to develop water resources wherever they be, surface or underground. Wilderness designation would prohibit this. Utah's industrial and culinary uses would be severely inhibited by lack of ability to develop this water.

L-2.4

The affect this wilderness designation would have on bordering lands, both in ability to raise livestock or for other purposes, would also be impacted severely. Areas of national designation and importance such as parks and wilderness become harbors for predators and insect infestations that cannot be controlled and which directly affect the adjacent lands and properties. The federal doctrine which is being promoted, which reserves water rights on federal lands, is a direct infringement on state water rights which have been recognized by the federal government throughout our history.

The area which I represent has nearly been devastated economically by the restrictions around national parks and scenic areas such as the Clean Air Act's standards, the Integral Vista concept and the now arising Buffer Zone concept. We can no longer tolerate these at the levels the federal government imposes. The western states have long been advocates of multiple use on public land. The wilderness designation would further stop the building of roads for access to areas of scenic beauty and other aesthetically desirable places which in turn would continue to downgrade the tourist economy of this area. We feel that the things that I have mentioned here are of far greater importance to most of the people of this nation and the people of Utah than the wilderness designation would allow.

I would appreciate your consideration of these items and would hope that sanity in the deliberation of Utah's needs would prevail.

Sincerely,

Ivan M. Matheson

IVAN M. MATHESON
State Senator, District 29

INTRODUCTION

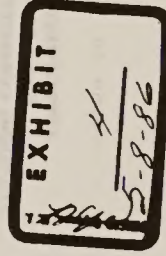
Local Government in Utah is not opposed to protection of the natural and cultural resources found on the state's public lands. No one is more cognizant of the value of the public domain than a local elected leader of a community whose economic life line is tied directly to the land. The question then is not whether the land should be protected but rather how it should be protected. Wilderness management of vast expanses of the public domain is seen by some as being the only effective means by which the resources of the lands may be preserved for future generations. Upon closer examination wilderness management is clearly seen to be an irrevocable and irretrievable commitment of resources to a singular purpose--that purpose being the preservation of wilderness character.

All other uses of designated lands are subordinated to that purpose. This commitment of resources is, on its face, in conflict with the future economic viability of associated land dependent economies. It is clear that wilderness designation will limit the extraction of natural resources, prevent development of rangelands, further regulate current rangeland practices, suppress employment and earning levels and conflict with duly adopted local master plans. Not so clearly understood are the additional conflicts and impacts that will arise due to peripheral zones of influence, interagency transfers, law suits attendant to air quality degradation over otherwise pristine areas and the court ordered wilderness reserve water right. This open ended potential for continual tightening of federal regulatory restraint and environmental litigation is unacceptable to local government.

L-3.1

L-3.2

While the clear and relatively quantifiable impacts analyzed in the Utah BLM Statewide Wilderness Draft Environmental Impact Statement are sufficient to generate serious concern among affected local officials, it is this latter group of unevaluated and unaddressed concerns that solidifies the response of affected local governments to the BLM wilderness initiative.

L-3.2
(cont.)

Until the matters of peripheral zones of influence, interagency transfers, and the wilderness reserve water right are thoroughly addressed and resolved, it is the position of the affected local governments that there must be no further wilderness designations in Utah. At such time as these issues are satisfactorily resolved then any wilderness designation must be done with extreme caution and restraint.

L-3.3

Wilderness designation without restraint could well seal the fate of many of Utah's rural economies. Wilderness management is the most restrictive, exclusionary land management mode ever derived for the public domain. While this status may once have belonged to the nation's parks, now even the parks are in line for elevation to wilderness status. The method of wilderness management is to exclude, or where it exists, to eliminate the evidences of modern man from designated areas. The objectives of wilderness management are to create a sense of "place" for selected recreationists who seek solitude and serenity in 5000 unimpaired acres or more and to preserve cultural, scientific and ecologic resources for future generations.

The setting aside of thousands or perhaps millions of acres in the interest of the psyche of an extreme minority of the recreating public is seen as a gross over reaction. Furthermore, the setting aside of thousands or perhaps millions of acres in the interest of resource protection is also seen as a gross over reaction since the vast majority of lands under wilderness study are not at risk of man's imprint in any case as shown in the DEIS.

L-3.4

The arsenal of land management alternatives available to the public land manager is extensive and functional. Areas with unique values may be protected through various leasing categories, mineral withdrawals or through Area of Critical Environmental Concern or Outstanding Natural Area designation. Wilderness designation is not needed to protect the natural and cultural values on the lands.

In-so-far as recreation is concerned, local officials in Utah generally concur with the goals adopted by the President's Commission on Americans Outdoors. Briefly stated the goals of the Commission are as follows:

1. Preservation of the natural heritage of our nation in two senses.
 - A. Protection of some areas in a manner "as nearly in their original state as possible and,
 - B. Opportunity for a wide variety of recreation uses that do not require the strict preservation of resources in their natural condition.
2. The wise development of our recreation resources recognizing that the larger number of our citizens require outdoor recreation serviced with basic facilities such as roads, picnic tables and sanitation.
3. Accessibility - an opportunity for all Americans to know and enjoy the outdoors. This was identified as a central problem of outdoor recreation over the next 40 years.

The BLM Wilderness initiative in Utah is viewed by local officials as going far beyond the moderate and balanced objectives of the President's Commission.

This Local Government Response to the Utah BLM Statewide Wilderness DEIS is divided into two parts. Part I is a series of general discussions on topics of major concern to local government. The purpose of these discussions is two fold:

1. To present the most serious cross-cutting concerns that local government has with wilderness designation and with the BLM Wilderness DEIS.
2. To present those critical areas where it is felt that the DEIS has been inadequate or in error with its assumptions and or analysis.

Part II of this Local Government Response is an area by area response and recommendation for each of the eighty-two Utah WSA's.

L-3.5

L-3.6

State Trust Lands

Up to 330,114 acres of state trust lands are either inheld or adjacent to wilderness study areas. This number is composed of 300 inheld sections and 234 sections that are so closely involved with the wilderness boundary that they could become isolated by either BLM or NPS wilderness proposals. An additional 311 sections are considered to be adjacent but not at risk of becoming isolated. (Vol. I DEIS pg. 35) This means that a total of 845 sections or approximately 540,800 acres or 12.6% of the state's trust land estate is directly subject to the influence of wilderness management on BLM lands. Because there will be a peripheral zone of influence on lands adjacent to wilderness areas, and because this factor was not considered in the DEIS, it can be fully expected that many more state sections will be affected by wilderness management. This is particularly true in southern and southeastern Utah where peripheral zones of influence are likely to overlap in many areas.

The trust to which the State of Utah is bound and which is evidenced by these state owned lands is a "bilateral compact"¹ entered into at statehood by and between the Territory of Utah and the United States Government. The requirement of this bilateral compact is that the lands be used only to the benefit of the designated beneficiary. The designated beneficiary is primarily the public schools of the state. The binding bilateral compact contained in the Utah Enabling Act "cannot be changed by state statute or by (state) constitution amendment."²

The state then is bound to the obligation in its Enabling Act to manage the lands granted to it under terms of the bilateral compact in the best interest of the designated beneficiaries. However, because the Utah Enabling act is valid United States law and because the compact contained within it is bilateral, and because there has been no change in

¹ Lassen v. Arizona Highway Department, 385 U.S. 458 (1967).

² Utah Attorney General Opinion No. 85-62, page 3.

COMMENT LETTER L-3

the Enabling Act since its passage, then it must be concluded that the federal government is equally and currently bound to the terms of the agreement. To the extent that wilderness management has in the past and will in the future restrict the value or revenue generating capacity of state trust lands then the federal government has violated its compact with the state.

It is the position of rural local government in Utah that the federal government is in error and in violation of its compact with the state of Utah by virtue of having captured state trust sections with interim wilderness management areas, by virtue of proposing to subject state trust lands to the detrimental effects of peripheral zones of influence, by virtue of mandating that the state consider integral vistas from within National Parks and by virtue of having isolated certain school trust lands from full access and use by the state through either National Park Service, Forest Service or BLM Wilderness Area designation.

Such actions are tantamount to land use planning and zoning imposed from the federal level upon the local level. They constitute a serious challenge to state's rights and are violative of historical precedent and the customary exercise of law. As with the Wilderness reserve water right, affected local officials can support no further designation of wilderness in Utah until such time as the conflict between the terms of the bilateral compact and the designation of wilderness, with all of its attendant extraterritorial implications, is legally resolved.

COMMENT LETTER L-4

HOUSE OF REPRESENTATIVES STATE OF UTAH

REP. LEE ALLEN
1ST DISTRICT

BOX 275, TREMONTON, UTAH 84337
RES. 458-3358 / BUS. 287-6101

COMMITTEES: APPROPRIATIONS (COMMUNITY AND
ECONOMIC DEVELOPMENT); ENERGY AND NATURAL
RESOURCES AND AGRICULTURE; STATE AND
LOCAL AFFAIRS

May 6, 1986

My name is Lee Allen. I am the State Representative from District #1, which includes Western Box Elder and Western Tooele Counties.

In behalf of the people of the Ibapah area, I would like to express our concern with the proposed designation of the Deep Creek Mountains as a Wilderness Area.

It was not the intent of the founders of this nation that the Federal Government should control vast tracts of lands, but rather that the individual states should have jurisdiction.

Article 1.8.17 of the U.S. Constitution states that the people of the states could empower Congress to exercise complete control and authority over all lands or facilities purchased within a state, providing it shall be with the consent of the legislature of that state. Such lands shall be used for the "Erection of forts, magazines, arsenals, dock yards, and other needful buildings."

Jefferson and Hamilton never in their wildest dreams could have foreseen the effects of the Federal Government controlling vast acreages of the continent.

The established policy for new states after 1883 was:

1. The Federal Government would retain all ungranted public lands.
2. The Government guaranteed that it would dispose of these lands as soon as possible.
3. The new state would acquire jurisdiction over these lands as fast as they were sold to private individuals.

All of the states east of the Mississippi and those in the Louisiana Purchase acquired all but a very small percentage of the land lying within their state boundaries.

L-4.1

Exhibit 1
Tooele, Utah
May 8, 1986

(2)

The states which lie within the territory acquired from Mexico were treated very differently. Congress radically digressed from the Constitution by virtually eliminating the sale or disposal of "federal" lands. The policy became, to permanently retain major portions of the western States for purposes other than those listed in the constitution. A very liberal judicial system has upheld the Federal Government in this disregard for the constitution.

L-4.1
(cont.)

As a result of this digressing from the constitution by the Federal Government, vast areas within our western States have been permanently designated as part of the federal domain for national forests, national parks, national monuments, coal, oil and mineral reserves. And the farmers and ranchers find themselves leasing from the Federal Government the lands on which they must graze their livestock, and vast tracts of land with valuable natural resources are completely locked up as "wilderness areas". Approximately 60% of the land in Utah is held by the Federal Government.

It is proper that the Federal Government should have jurisdiction over properties which are used as outlined in the constitution and it is obvious that the Federal Government is currently occupying millions of acres within our western States without the concurrence of those states.

Now, it is not likely that the judicial arm of government will soon restore to the states their constitutional rights. However, we might hope that our Congressional delegation will have the courage to stand up to the federal bureaucracies and insist that the people who have devoted their lives to the hard work of farming and ranching in our western valleys will be protected.

It is very easy for some one living in our urban areas to perceive that closing the mountains and ranges would have little effect on anyone. It might seem that this is a logical thing to do, but, on closer examination, we find that people actually live in these rural and sometimes isolated areas. These people chose to live the rural life because they like it that way. Their life is not always easy and many of the problems which they endure are not of their making.

(3)

L-4.2

We have been and are now in trying times. The money market is a problem. Government programs and market fluctuations are cause for great concern. The Federal Government recently invoked a buyout program on the dairy industry which is having a devastating effect on the cattlemen and the beef industry.

The continued use of the Deep Creek Mountains as a grazing area for the ranchers is vital. The people who live around the base of these mountains depend upon them for summer grazing. The mountains are open now for all to enjoy. Camping is accessible to anyone. If they are closed to vehicle travel, use will be restricted to only those who have the ability to backpack in. This is discrimination to people physically unable to stand this rigorous type of activity.

The people who presently use these mountains for stock grazing and recreation are very much aware of the fragile balance of nature and are cognizant of the fact that if the balance is upset that there are sometimes devastating consequences. Over grazing of ranges may bring down floods, and every rancher knows that with poor quality grazing, the pounds of beef available to market is greatly reduced. It is in their best interest to have well managed ranges. Also no grazing or under useage of a range area can have detrimental effects. Non use is not good range management. Non use is no management at all.

The people who have lived their lives and invested their time and effort into making the area around the Deep Creeks a home, should be considered, and their interests protected.

We firmly believe that mountains and open spaces should be available for use to all the citizens and not just a few for a very limited purpose.

We strongly urge the Government Agencies and our Congressional delegation to resist this effort to designate the Deep Creek Mountains as a Wilderness Area.

Sincerely,

Lee Allen, State representative
District #1

COMMENT LETTER L-5

COMMENT LETTER L-6

HOUSE OF REPRESENTATIVES STATE OF UTAH



REP. W. ROBERT PHELPS
67TH DISTRICT
RFD #1, BOX 622, PAYSON 84651
RES. 468-2236

COMMITTEES: APPROPRIATIONS (NATURAL RESOURCES
AND ENERGY); TRANSPORTATION AND PUBLIC
SAFETY; ENERGY AND NATURAL RESOURCES
AND AGRICULTURE, VICE-CHAIRMAN

R.F.D.#1, Box 622
Payson, Utah 84651
March 19, 1986

Wilderness Coordinator
Bureau of Land Management
324 South State Street
Salt Lake City, Utah 84111

Dear Sirs:

I wish to comment on The Bureau of Land Management's
draft EIS and wilderness recommendation proposal of
1.9 million acres for Utah.

With only about 2.5 percent of Utah's public lands
now in the wilderness category, I feel that the B.L.M.
recommendation is too small. I believe that the B.L.M.
and the Forest Service go overboard in catering to the
one percent of the population whose interest in these
lands is mainly commercial; while paying far less attention
to the 99 percent interested in recreation.

I would, therefore, recommend and support the 3.8 million
acres, in the nine regions, as proposed by the Utah Wilderness
Association. This represents a compromise between your 1.9
million acres and the five million acres of the Utah Wilderness
Coalition.

Very Sincerely,
W.R. Phelps
W. Robert Phelps

L-5.1

August 11, 1986

B.L.M. Utah State Office
Wilderness Studies
324 South State Street
Salt Lake City, Utah 84111-2303

Gentlemen:

I represent District 73 in the Utah State House of Representa-
tives. My District covers all of Piute, Wayne, Garfield, and Kane
Counties and part of Beaver and Washington Counties. Therefore, the
20,000 constituents whom I serve represent virtually everyone West
of the Colorado River in this State who would be directly affected
by the B.L.M. proposed wilderness designation. I wish to hereby go
on record in formal opposition to any further wilderness designation
whatsoever in the State of Utah.

For all of the reasons set forth in the Resolution in Opposi-
tion to Further Wilderness Designation, passed by the Utah State Legi-
slature in the 1986 Second Special Session, which I fully endorse
and support, I am convinced that it is premature to even propose any
further wilderness designation in the State of Utah, at this point.
The issues of proposed inter-agency transfers, air quality, and reserved
water rights are extremely critical concerns to the people of my District
and they must be addressed and resolved, before this matter proceeds
any further. In addition, serious questions regarding existing roads
and rights-of-way, mining claims, grazing rights, and local fire control
and search and rescue obligations remain to be answered with respect
to the proposed wilderness areas.

L-6.1

The vast majority of the land in my District is already
controlled by the federal government, and is currently strictly managed
under existing federal environmental constraints. Any further imposi-
tion of federal wilderness restrictions upon these public lands will
lock up forever those lands as a "playground" for a privileged few,
while denying to my constituents, who actually live and work in those
areas, the opportunity to promote economic growth and development
in severely depressed Southern Utah. It is grossly unfair to expect
the people who actually live in Southern Utah to shoulder the entire
burden of this proposal with its major resulting economic losses,
simply for the occasional enjoyment of a tiny minority of elitist
non-resident wilderness proponents.

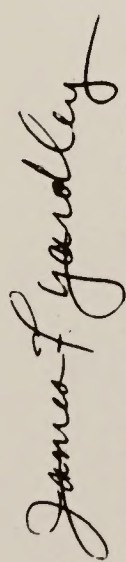
L-6.2

B.L.M. Utah State Office
August 11, 1986
Page 2

L-6.2
(cont.)

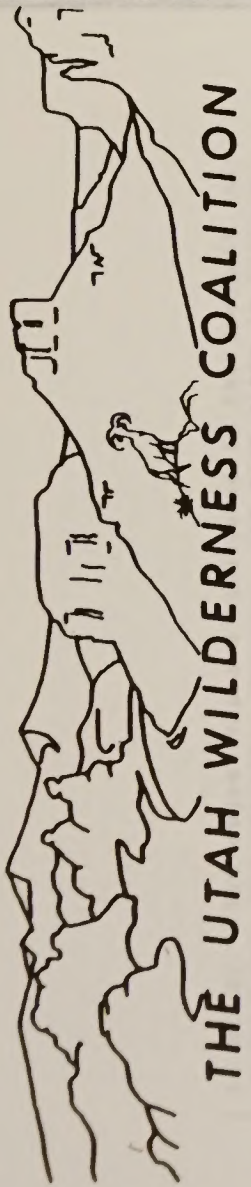
In summary, I endorse and support the multiple and unrestricted use of public lands, and recommend that the B.L.M. adopt the "no action/ no wilderness" alternative throughout the State of Utah.

Respectfully submitted,



Representative James F. Yardley
District 73
Utah State House of Representatives

OTHER ORGANIZATIONS



STATEMENT OF FRED SWANSON, COORDINATOR
UTAH WILDERNESS COALITION

BEFORE THE U.S. BUREAU OF LAND MANAGEMENT WILDERNESS HEARING
PROVO, UTAH -- MAY 7, 1986

I speak tonight in support of the 18 member organizations of the Utah Wilderness Coalition -- the largest public land conservation coalition in Utah's history. Our members include the Escalante Wilderness Committee, the Slickrock Country Council, and the Southern Utah Wilderness Alliance, as well as the Utah Chapter of the Sierra Club, the Wilderness Society, and the Wasatch Mountain Club. These and a dozen other conservation organizations, based in Utah and the Four Corners states, are allied in defense of some of the most important wildlands in the country--the BLM wildlands of Utah.

Our members have spent years of field work researching our proposal to protect 5 million acres of Utah's finest BLM wildlands. We have participated in every step of the BLM's wilderness review. And although we commend the BLM for the effort they have taken in this monumental study, we believe their recommendation to protect only 1.9 million acres is far less than what Utah and the Nation deserve.

Our members will be speaking on their own behalf at this hearing and at other hearings. We will also submit detailed written comments on the EIS during the public comment period.

We believe that our 5 million acre proposal is a balanced and reasonable compromise between total preservation and total exploitation of our public lands. Utah is fortunate to have some 900 roadless areas on its 22 million acres of BLM lands. We propose that only one out of seven of these roadless areas be designated as wilderness.

Our proposal is a compromise, and contains only those lands that meet the criteria of the Wilderness Act of 1964. We have deleted lands from our proposal where the imprint of man is substantially noticeable. We have deleted lands where the

Utah Wilderness Coalition--page 2

development potential clearly outweighs wilderness values. But for those lands with outstanding wilderness character, we believe continued use as wilderness is appropriate. And we disagree with the BLM's contention that millions of acres of outstanding wildlands are not suitable for continued wilderness uses.

It's difficult to comment on the EIS at this stage because the BLM has chosen not to give a detailed rationale in support of its proposal. Although such a rationale may not be strictly required, it would certainly make the EIS easier to review.

Where we have been able to infer the BLM's rationale, we find plenty of room for disagreement. Take just one example: Devil's Canyon in the San Rafael Swell. Devil's Canyon is a rugged and beautiful gem of a wilderness. Yet the BLM recommends against protecting it, partly because of supposed conflicts with off-road vehicles. But over most of the area, ORV use is a near impossibility. And where vehicles can go in Devil's Canyon, they probably shouldn't: the fragile soils can't take such abuse.

This is but one example of many. When you add them all up, and get a total of only 1.9 million acres out of a roadless resource at least five times that big, it suggests that the BLM is seriously off course.

We think that Utahns want to protect their wildlands for all to use, as a recreational resource and as an economic resource. We can have both development and preservation: they go hand in hand. Even if we protected all five million acres of BLM wildlands, as well as existing and proposed wilderness in the National Forests and National Parks, the total would come to only 15 percent of Utah's land area. We would still have 85 percent of our state open to nonwilderness uses.

If we choose, we can retain the extraordinary quality of life that makes Utah a good place to live and a good place to work. Five million acres of BLM wilderness is a reasonable goal. We call on you tonight to consider our proposal, and join us in seeking the balance that is in everybody's interest.

COMMENTS OF THE UTAH WILDERNESS COALITION

ON THE

UTAH BLM STATEWIDE WILDERNESS
DRAFT ENVIRONMENTAL IMPACT STATEMENT

August 15, 1986

Submitted to:

Utah State Office
Bureau of Land Management
324 South State Street
Salt Lake City, Utah 84111

1.0

Introduction

The Utah Wilderness Coalition (UWC) is a group of 19 environmental organizations established to work for the protection of Utah BLM wild lands. The UWC's member organizations--and later the coalition itself--have been involved in the Utah BLM wilderness study from the beginning. That work culminated with the announcement in July 1985 of the UWC's BLM wilderness proposal calling for the designation of 5.1 million acres.

The proposal was developed after hundreds of hours of field work during which UWC members walked through and flew over virtually all of the 140-plus units in its proposal. The field work was drawn together in a series of nine workshops around the state in which was assembled detailed information on human impacts and wilderness values. Specific unit descriptions and boundaries emerged from this.

The Coalition's proposal is organized into eight regions: the West Desert, the Zion and Hot Desert Region, the Escalante and Kaiparowits Region, the San Rafael Swell, the Henry Mountains and Dirty Devil River, the Canyonlands Region, the Cedar Mesa Region, and the Bookcliffs and Uinta Basin Region. The proposal includes the full range of Utah's superb--and superbly diverse--BLM wildlands. It would protect a number of important values, such as wildlife habitat, watersheds, archaeological resources and recreational lands that are omitted or treated superficially in the BLM's draft recommendation. The proposal also includes a number of beautiful, roadless, natural areas that the BLM dropped during the inventory process--dropped illegally, according to the Interior Board of Land Appeals (IBLA) in response to conservationists' legal protests of the actions. Such protests restored to the study process nearly a million acres of wild lands the BLM illegally dropped.

During recent public hearings on the BLM's draft environmental impact statement, witnesses in favor of wilderness greatly outnumbered those against. And an overwhelming majority of pro-wilderness witnesses supported the UWC's 5.1-million-acre proposal.

The UWC and its members have also been very active in protecting wilderness study areas from activities forbidden by the agency's Interim Management Policy (IMP). The UWC's member organizations have, for example, vigorously protested illegal chainings and road trespasses on Mt. Ellen in the Henry Mountains. Over the years, the IBLA has found merit in a remarkable number of conservationists' protests.

The UWC and its member organization have since the beginning objected strenuously to the BLM's decision to write a statewide EIS on Utah wilderness lands, one of only three state BLM offices

OR-1.1

OR-1.2

OR-1.3

OR-1.4

OR-1.4
(cont.)

to do so. The objections are vindicated by the document that emerged from the statewide process. Its size alone is daunting, virtually foreclosing any serious attempt by citizens to read, understand and comment effectively on the document. Its shortcomings are difficult to find, harder still to understand and nearly impossible even to catalog, much less to analyze.

Despite such obstacles, the Utah Wilderness Coalition has made a concerted and good-faith effort to provide thorough, detailed comments on the draft and suggestions for changes that could help the BLM produce the kind of analytical document that it must produce if it is to meet the clear requirements of the National Environmental Policy Act. The Coalition organized volunteers into technical review teams to analyze various subjects, sections and issues within the document. The teams have covered many but not all such subjects and sections. Their comments have been assembled into the Coalition's comments which follow.

Generally, the comments are organized into three sections: general comments that are pertinent to the entire document; a review of the technical analysis and data used in the DEIS, including minerals evaluations, economic assumptions, etc.; and area-specific comments, covering not only the BLM's 88 wilderness study areas but all 140-plus areas in the Utah Wilderness Coalition's 5.1-million-acre wilderness proposal.

Members of the Utah Wilderness Coalition

The Escalante Wilderness Committee
The Wasatch Mountain Club
The Southern Utah Wilderness Alliance
The Slick Rock Country Council
The Wilderness Society
The Utah Chapter Sierra Club
The National Parks and Conservation Association
Friends of the Earth
Defenders of Wildlife
Four Corners Wilderness Workshop
Friends of the River--Colorado Plateau
The Arizona Wilderness Coalition
The Colorado Environmental Coalition
The Arizona Whitewater Association
The Nevada Outdoor Recreation Association
The New Mexico BLM Wilderness Coalition
The Desert Tortoise Council (supporting the Joshua Tree and Beaver Dam units of the UWC proposal)

1-2

Comments of the Utah Wilderness Coalition

A Summary of the Utah Wilderness Coalition's Comments

The Bureau of Land Management's wilderness review, as displayed in the Utah Statewide Wilderness Draft Environmental Impact Statement (DEIS), is incomplete, flawed, and filled with bias. Whenever the BLM had a choice of which factor or statistic to apply, it consistently chose the one that worked against wilderness.

OR-1.5

The DEIS consistently underplays the value of preserving wildlands and overstates the values of commodity resources on those wildlands. The Utah Wilderness Coalition (UWC) believes the BLM should issue a new DEIS that honestly evaluates and fairly compares all reasonable alternative proposals for wilderness designation.

OR-1.6

The UWC makes this request because it believes that the existing document is so riddled with error that it defies meaningful analysis and otherwise fails to meet the agency's obligations under the National Environmental Policy Act (NEPA). We do not make the request lightly. Although we realize that the preparation of a revised DEIS would entail some costs and some delays, we believe it is preferable to letting the present DEIS stand as the principal analysis of the values of Utah's wildlands. If NEPA is merely a bothersome technicality to be met before a federal agency does what it has already decided to do, then even the most perfunctory and superficial of analyses is probably sufficient. But if NEPA is to be what the Congress meant it to be--a sound analytical tool by which federal decisionmakers, the Congress and the public may know the alternatives to proposed federal actions and the consequences of each--a different standard is called for. And the Utah DEIS falls pitifully short of such a standard.

While we have scrutinized the draft as exhaustively as possible--and produced some 600 pages of comments, more than are contained in most environmental impact statements--we are by no means confident that we have uncovered all, or even most, of the document's faulty premises, erroneous assumptions, shoddy analysis or outright anti-wilderness biases.

The DEIS is a critical document. It affords the public the only chance it will have to examine in detail the logic of the BLM's wilderness recommendations for Utah wildlands, the most spectacular in the country. It is essential that the information and analyses in the DEIS be complete, accurate and unbiased. For the BLM to proceed on the basis of this document would be to

1-3

Comments of the Utah Wilderness Coalition

OR-1.6
(cont.)

severely prejudice the eventual decisions as to which areas will be recommended to the Congress for wilderness designation. The BLM should no more be the advocate for wilderness preservation than for unbridled development. It should be unbiased, thorough and rigorous in its analysis. It has not been.

Reasonable Alternatives

OR-1.7

The BLM is required to evaluate all reasonable alternatives to the proposed action. It has not done so. One such alternative is the UWC's proposal for the designation of 5.1 million acres of wilderness in Utah. The UWC presented this alternative to the BLM on July 25, 1985. The agency did not include an analysis of the proposal in the DEIS because, it said, it had already evaluated the additional lands involved and found that they lacked wilderness characteristics.

As our detailed descriptions of the excluded areas (Section 4) show, every area within the UWC's proposal has high wilderness values and should be considered in the DEIS. Because the DEIS fails to do so, the document's utility for decisionmaking is severely limited. The DEIS should be rewritten to include the UWC's proposal along with other reasonable alternatives.

Adequacy of Analysis

OR-1.8

The DEIS consistently underestimates the magnitude and significance of environmental impacts that could occur in areas not recommended for wilderness designation. And the DEIS consistently overestimates commodity resources that would be foregone. Because of this biased analysis of the alternatives, any comparisons that can be drawn are inherently flawed.

Underestimation of Wilderness Value

OR-1.9

The BLM recommends against wilderness for many wilderness study areas (WSAs) because of what it calls a "lack of opportunities for solitude." For example, the DEIS claims that much of Cheesbox Canyon WSA lacks solitude because of outside sights and sounds on the boundary road. As we point out in our comments in Section 4, such intrusions are minimal; moreover, the Congress has repeatedly declared that outside sights and sounds do not argue against wilderness designation. The 28,000 people who drive annually up Little Cottonwood Canyon from Salt Lake City do not substantially interfere with the wilderness experience of visitors to Utah's Lone Peak Wilderness. Neither did the impressive view from the top of the peak to the urban area in the valley below disqualify it for wilderness designation.

Comments of the Utah Wilderness Coalition

OR-1.10

The DEIS also underestimates the benefits that wilderness brings to the Utah travel industry. For example, the BLM calculates that backcountry visitors who use Utah's guides and outfitters spend the same average daily amount as backpackers--about \$4--when, in fact, they spend tens of times that amount daily. That method results in a gross undervaluation of the economic importance of wilderness and produces the absurd conclusion that Utah's guide and outfitters earn around \$400 a year.

Comparison of Alternatives

OR-1.11

The President's Council on Environmental Quality, in its regulations on preparation of environmental impact statements, considers the section on the comparison of alternatives to be "the heart of the EIS." Yet the Utah DEIS merely lists permissible uses under each alternative in four tables (p.49-55) and fails to draw meaningful comparisons between the alternatives. A reasoned narrative discussing the relative merits of each alternative is necessary for the reader to understand the logic of the proposed action.

OR-1.12

Comparisons between the alternatives are difficult because of the lack of any proper baseline for comparison and lack of an explicit rationale for the proposed action.

Lack of a Proper Baseline

OR-1.13

If the environmental consequences of an alternative are to be properly evaluated, they must be compared against a logical baseline; that is, a reasonable projection of future conditions if the proposed action were not adopted. The DEIS generally uses the no action alternative (Alternative 2) as a de facto baseline. This is virtually valueless because Alternative 2 is not fleshed out: the DEIS does not indicate what commodity uses are likely to take place if a WSA is not designated as wilderness. The DEIS hints at some of the possibilities but does not fully depict reasonable development scenarios for each WSA. Instead, the DEIS merely indicates what broad uses would be permitted under the no action alternative. What is permitted is very different from what is likely to occur. By failing to analyze the latter, the BLM has made meaningful comparisons impossible.

Each alternative should be compared against one or more reasonable "development" scenarios. The environmental impact of that alternative is the difference between what would occur with wilderness designation and what would occur without designation.

Look of Rationale for Prefarrad Alternative

The DEIS identifies Alternative 1 as the BLM's "proposed action." Yet in most cases, the agency gives little or no reason for its recommendations. Although the BLM is not required to identify a preferred alternative in the draft EIS, that fact that it has done so indicates that a rationale exists. The BLM's failure to inform the public of the rationale violates the full-disclosure requirements of NEPA. Further, the lack of an explicit rationale makes it difficult for citizens who review the DEIS to evaluate the logic of the agency's analyses and recommendations. Data, analysis and conclusions are left unconnected.

Comparisons are Biased

Much of the analysis in the DEIS is based on assumptions that wilderness designation would pose special and difficult problems for the agency to manage, whereas no action (nonwilderness) would not pose similar problems. For example, the BLM claims that off-road vehicle (ORV) use can be managed in areas it recommends for wilderness and cannot be managed in similar areas the agency does not recommend (such as Moquith Mountain, Little Sahara and parts of Westwater). The clear result of this approach is that the BLM promotes ORV use in these areas rather than protecting the resource.

The DEIS consistently uses low estimates of wilderness values and high estimates of mineral values. The resultant spurious comparisons are used to demonstrate conflicts--conflicts used repeatedly in the document to justify recommendations for nonwilderness. The BLM uses two methods to estimate the revenues ellaged to be lost from wilderness designation. A high dollar-per-acre figure for oil and gas leases is used for the 3.2-million-acre alternative; a low dollar-per-acre value is used for the 1.9-million-acre alternative. Both figures are too high because the agency uses a statewide dollar value per acre of oil and gas leases and the average value is much lower in WSAs. The point is, the agency is manipulating the figures to build a case against wilderness designation rather than performing the unbiased analysis it is supposed to perform.

In many other cases, the agency uses wildly optimistic estimates of oil and gas potential. The agency purportedly bases its estimates on studies performed by a private contractor. The estimates are typically stated in ranges: if an oil reservoir exists, it may contain between 3 and 15 million barrels of oil. But BLM's estimate of total oil and gas resources in the WSAs could only be derived from these data by making grand

OR-1.16
(cont.)

assumptions: that the reservoir does exist, that it contains all 15 million barrels and that every drop can be economically recovered.

The BLM builds with such conjectures an outrageously inflated measure of resources that might be forgone with wilderness designation. Even using very generous assumptions and unrealistically high probabilities the BLM's estimate of oil and gas potential on WSA is at least twice as high as the data will support. The UWC took the BLM's numbers for every WSA in which there was a medium to high potential for oil and gas. Even assuming that the area contained all the oil and gas the BLM claimed for it, the UWC calculations produced estimates of oil and gas that were one-sixteenth of the BLM's.

OR-1.17

The UWC also researched well-logs within a 15-mile radius of Negro Bill Canyon, Mill Creek and Behind-the-Rocks, none of which were recommended for wilderness owing to conflicts with oil and gas potential. The UWC plotted over 70 drill holes on a map and found no successful wells in the producing horizon that the BLM claims lies under the areas. In short, the most favorable geologic environment has been drilled extensively and nothing has been found.

OR-1.18

The BLM has been a conservative on the wilderness side of the ledger as it has been profligate on the commodity side. The BLM uses a statewide employment multiplier in assessing wilderness recreation benefits, even though its own data show that the multiplier for WSAs is four times as high as the statewide average. If the BLM used appropriate and unbiased numbers for its evaluation of the economic impact of wilderness designation, as well as for likely commodity production, the UWC believes that wilderness would clearly be seen to provide more jobs than commodity production in the WSAs.

Selection of Proposed Action is Biased

OR-1.19

For the reasons outlined above, the BLM's selection of a proposed action is biased against wilderness values. The BLM should perform a new analysis in a revised DEIS and select a new proposed action that honestly reflects the facts and that better protects wilderness values.

Developer's Proposals Get Undue Weight

OR-1.20

For the DEIS analysis to be fair, the BLM must give equal weight to wilderness values and to proposals for commercial use. Yet many key wild areas are not recommended for wilderness in the

Comments of the Utah Wilderness Coalition

OR-1.20
(cont.)

DEIS, apparently because pre-existing development proposals were given precedence.

An example is the agency's treatment of proposed transportation corridors. The BLM left open corridors between 6 and 10 miles wide for pipelines, powerlines and coal rail haul routes. It excluded thousands of acres of qualifying wilderness in the process. Large corridors are left in the Cookscomb, Paria-Hackberry, Wahweap, Burning Hills, the Blues, Mud Spring and Carcass Canyon study areas. A power line or pipeline need occupy a corridor of less than 100 yards; what the agency has set aside for such uses is utterly unnecessary. But more important, the BLM fails to determine whether any such needs will actually arise and whether existing corridors outside wilderness proposals might meet those that do.

OR-1.21

The BLM confuses the possible with the practical, recommending against wilderness in areas where mineral exploitation might occur, regardless of its unsuitability or economic infeasibility. Examples include tar sand mining in French Spring Canyon, Fiddler Butte and parts of Mexican Mountain; coal mining in the Blues and the eastern Book Cliffs; and, as mentioned, oil and gas development in Negro Bill Canyon and Mill Creek. The BLM claims that wilderness development will look up huge amounts of tar-sand petroleum. But no serious industry analyst sees any likelihood that tar sands will be developed any time soon. A nonwilderness designation to leave the lands open to a commercial development that will probably never occur also leaves them vulnerable to many other uses that would destroy wilderness values.

OR-1.22

The BLM also deletes hundreds of thousands of acres with automatic boundary setbacks ranging up to 300 feet from current WSA boundaries. The setbacks, the agency says, are to allow utility construction, road improvement and maintenance. In most cases, the corridors are much wider than necessary, based on an undocumented need and given precedence over wilderness values.

OR-1.23

Finally, the BLM has allowed nonconforming uses in many WSAs in violation of its interim management policy. Then, in violation of explicit directives from the Secretary of the Interior, the agency dropped the areas from wilderness consideration citing the impacts the agency had itself allowed. Such areas should be realigned and reinstated to wilderness study. Among them are Fiddler Butte, which suffered from tar sand drilling, new reservoirs and mining claim assessment work; Manooa Mesa, road construction; Paria-Hackberry, a water pipeline; and Mud Springs, Desolation Canyon and Jack's Creek, oil exploration.

SECTION 2.0: GENERAL COMMENTS ON THE BLM WILDERNESS STUDY PROCESS

Introduction

A number of public leve, departmental policies and regulations and processee have en impact on the wilderness study. They include the BLM's lend use planning program, its wilderness study policy, its interim management policy for candidate wilderness erees and the National Environmental Policy Act. The extent to which these elements are properly applied hee significance for many candidate areas. Those issues ere examined here. We believe the BLM should eply our comments on these elements to every individual wilderness study aree to which they pertain.

OR-1.24

2.1 ISSUES THAT NEED CONSIDERATION IN THE EIS
A Review of the BLM's Responses to Specific Scoping Concerns

The BLM solicited scoping comments from individuals and organizatione in 1984. In response, the Utah Chapter of the Sierra Club, e member organization of the Utah Wilderness Coalition (UWC), submitted e number of concerns.

OR-1.25

The law requiree the BLM to respond to all scoping comments. To verify compliance with this requirement, the UWC hee rviewed the original liet from the Sierra Club and compered it to the various comments end responsee in Appendix 2 of the DEIS. The UWC's responsee to the BLM's response is included also.

Our review cleerly shows that the BLM has not responded to all of the Sierra Club's original scoping comments. Nor hee the BLM provided edequate responsee to several additional comments offered during the scoping period. We request that the BLM review the issuee we relee here end explen why no response was offered to scoping comments and why that information was or wee not used in the DEIS.

(The comment number from Appendix II ie lieted after each BLM responsee. Scoping comments ere presented in no perticular order.)

1. Statewide EIS Study

CONCERN: The Utah BLM hee lumped Utah wilderness study into e statewide EIS. The BLM's study policy allows such en aggregation but only in ene of four specific situatione. None of the four existe in Utah. The BLM's deviation from the study policy ie thus not justified. What authority does the BLM heve to deviate from eestablished agency policy?

OR-1.26

OR-1.26
(cont.)

BLM RESPONSE: BLM's Wilderness Study Policy (Federal Register Notice Page 5112, February 3, 1982) states that an EIS may be written for en individual WSA or an EIS may cover a group of WSAs being studied together. There wee no limit placed on the number of WSAs that may be studied together. BLM in Oregon and New Mexico are also conducting statewide wilderness reviews. The Utah BLM's statewide approach wee authorized by the BLM Director at the request of Utah Governor Metheson and several members of the Utah Congressional delegation. (No. 517).

UWC RESPONSE: The Wilderness Study Policy, 47 FR 5111, sets out the requirements that apply:

"Use of such broad scope studies may be appropriate in the following situations: (a) when a WSA overlaps the boundary of a state, district resource area, or planning area; (b) when opportunities exist for joint studies with other Federal agencies; (c) when the study schedules for WSAs in neighboring planning areas coincide; and, (d) when Category III amendments are utilized."

"Category III amendments could provide more utility when combining amendments on WSAs with similar characteristics or small numbers or acreage."

While the situatione listed allow some grouping of WSAs for study none allow a statewide EIS. The Utah Wilderness Coalition requests that e complete explanation of the above concern be presented in the final EIS, including amendments of regulations end legal authority.

2. Lack of Wilderness Value Studies

CONCERN: The BLM has contracted for studies of mineral values within Wilderness Study Areas. But it has neither done nor hired anyone to study or to inventory end enalyze the wide range of wilderness or non-commodity values within these same areas. Archeological and endangered species surveys have been conducted only in areas slated for development. There ere enormous gaps in the BLM's data for recreation end wildlife. Information is not balanced end wilderness--either by chance or by design--ie cleerly the loser. There can be no enelysis, no rational selection among choices, ebeent a thorough knowledge of the competing values. What is the BLM doing to correct this imbalance? Is the BLM now conducting field inventories of wilderness use end values?

BLM RESPONSE: BLM personnel prepared site-specific data on

Utah Wilderness Coalition Comments

OR-1.27
(cont.)

various resources (including wilderness values), but generally lacked sufficient mineral data. The mineral data were needed to help balance other data. (No. 251)

UWC RESPONSE: The BLM's response is disingenuous. The BLM, to our knowledge, has done no thorough archeological inventory of the lands under study and no thorough analysis of many other resources that fell under the category of "wilderness values"--either on its own or by contract. If guesswork was sufficient for, say, archeological resources, why did mineral resources require an expensive study prepared by outside consultants? The Utah Wilderness Coalition requests a list of any inventories BLM conducted for its Utah wilderness studies as well as agencies or specialists, contract or in-house, who prepared individual assessments of wilderness values.

In addition, please tell us how much information used to evaluate the wilderness qualifications of individual WSAs was collected first-hand by the BLM. In addition, please tell us what criteria the BLM used to compare the relative values of minerals data, wilderness qualities and other attributes used in the DEIS.

3. Suitability Matrix Rating System

CONCERN: The Utah BLM apparently developed a "suitability matrix" for rating wilderness characteristics in Wilderness Study Areas. Under this rating system, such characteristics as outstanding opportunities for solitude and wilderness activities were scored as high, medium and low. The BLM should document the use of the matrix and make the information available for public review.

BLM RESPONSE: Use of a matrix was considered in order to define values as high, medium or low. It was not used because narrative explanation best serves in this evaluation. (No. 253)

UWC RESPONSE: The Utah Wilderness Coalition supports the BLM's decision not to use the suitability matrix but finds it was replaced with a two-tiered matrix. As described later, the BLM still uses an unpublished method to determine outstanding opportunities for wilderness activities and solitude. And the use of this method still violates the wilderness study process.

4. Public Participation Prior to DEIS Publication

CONCERN: The BLM should take an active role in publicly defending wilderness and helping to explain many of the issues being contested. The agency has published a huge DEIS but has not used other opportunities to reach the public and explain the lands and

Utah Wilderness Coalition Comments

OR-1.29
(cont.)

issues. The BLM has not written articles for newspapers, sought television coverage, sponsored field trips for the media and public, prepared slide shows, or even produced a brief executive summary for the general public. Except for a one-page press release and a 2,800-page document, the BLM has done nothing to explain the program and explain the issues. It has not, for example, even bothered to explain what multiple use is--and that wilderness is multiple use--even in the face of repeated distortions by wilderness opponents as to what constitutes multiple use.

BLM RESPONSE: The Utah BLM review process has exceeded the requirements for public involvement. BLM does not have the resources for more public education and involvement.

UWC RESPONSE: The Utah BLM has found the resources to do what it chooses for the wilderness study--expensive mineral evaluations, for example--and cites a lack of resources to avoid what it does not wish to do. In other states the agency has seen the value of public outreach during similar processes. It is a matter of will, not of resources. The BLM in Utah has simply chosen to do no more than the bare minimum. The agency has an opportunity to show the public how important public lands are and to explain the agency's mission at the same time. Wider public knowledge will lead to more support among elected officials for the BLM's programs and the budget to implement them. One way to take advantage of the opportunity is to open an additional public comment period following the release of the final EIS, at which time the Wilderness Study Reports should also be made available to the public. Public comment is critical to the successful completion of the wilderness review process.

5. BLM Staff Education on Wilderness Management

OR-1.30

CONCERN: In several cases, the BLM staff has given public officials or the media incorrect information on wilderness management. A frequently heard incorrect response says that lands recommended unsuitable for wilderness use are "returned to multiple use." As you know, wilderness areas are managed for multiple use. This distribution of incorrect information by the BLM staff poses two problems. First, the public tends to accept the agency's word on management. Misinformation eras wilderness opponents and can turn even wilderness supporters against wild land protection. Second, we question whether a staff that does not understand wilderness management can exercise good judgement in the preparation of this wilderness EIS. We suggest that each BLM staff person involved in resource management on public lands become better informed on wilderness management--that

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OR-1.30
(cont.)

at a minimum, they understand the laws, policies and regulations that govern wilderness study and wilderness management. This includes grazing and mineral specialists.

BLM RESPONSE: The expressed opinion is noted. (No. 511)

UWC RESPONSE: The Utah Wilderness Coalition would appreciate a more detailed response. What has the BLM done to educate its staff? When a problem is found, how does the BLM follow up with its staff and with the person outside the agency who received the incorrect information?

6. "High Public Concern or Controversy" Criterion

CONCERN: The BLM has added a new criterion which in issue, to be considered, must meet--that it must "be of high public concern or controversy." We have several concerns in this regard. First, we believe that the BLM has no clear criteria for deciding which issues to consider in the document. And we are also concerned that this new criterion has been used as an excuse to exclude vital issues from consideration. The BLM has refused to provide a copy of the documentation behind its rating system. But the evidence suggests that the rating system was actually applied to the WSAs in at least one BLM district. Is this inappropriate rating still being used by the agency, and if so, can we have documentation on it and its use?

BLM RESPONSE: Vital issues have not been excluded from consideration in this EIS. (No. 520)

UWC RESPONSE: The BLM's response is far from satisfactory. The Utah Wilderness Coalition has found that the BLM has excluded vital issues. These are listed elsewhere in these comments. We reiterate the concern we raised in the scoping comments and our request for an answer.

7. Rigorous Analysis Involving Issues

CONCERN: The BLM has further posted a set of questions which are called "issues." We hope that these questions will not interfere with rigorous analysis. The analysis should be developed so as to demonstrate in measurable terms the effect of each alternative on each issue.

BLM RESPONSE: The EIS represents a rigorous analysis with information and impacts quantified to the extent feasible. Issues and alternatives are portrayed in the impact narratives and summary tables on a statewide and individual WSA basis. (No. 523)

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OR-1.32
(cont.)

UWC RESPONSE: The tables presented for each WSA analysis provide insufficient information for a quantitative comparison of the alternatives. The BLM's draft environmental impact statement generally offers only broad conclusions without citing the data sources or explaining the methods of analysis and how the methods were applied. As a result a majority of the conclusions appear arbitrary. The Utah Wilderness Coalition asks for such citations and explanations.

8. Integration of Wilderness Study with Land-use Plans

CONCERN: The BLM has violated the agency's study policy by not integrating the wilderness study into land-use planning efforts. How will BLM meet the planning requirements stated in the current study policy and planning regulations?

BLM RESPONSE: Wilderness generally would be consistent with some features of the multiple-use concept reflected in most county plans since many resource uses (such as livestock grazing) would continue; however, wilderness designation also would conflict with these plans because restrictive conditions would be placed on all new development activities (minerals, rights-of-way, vehicle access, etc.) not covered by prior existing rights. If state land were exchanged as requested by the state, designation would not conflict with the policy of the State of Utah (No. 450)

UWC RESPONSE: The agency response is insufficient. The wilderness study policy requires that wilderness recommendations evolve from the planning process. The BLM response does not describe how the agency is meeting or intends to meet the requirements of the study regulations. We believe that the BLM is not meeting the regulations; that is clear from the example of the San Juan RMP. The BLM has issued the draft resource management plan for the San Juan Resource Area, one of the most critical in the State of Utah for its wilderness, archeological and other resources. The deadline for comments on the draft is virtually the same as for the DEIS. Obviously, this raises serious questions as to the ability of the public to comment on two such large and important documents at the same time. But beyond that it suggests that the two documents were prepared on separate tracks with no coordination. How can wilderness recommendations flow from the agency's land use planning processes when the land use plan and the wilderness study are underway simultaneously--end in apparent isolation from one another?

We will raise this issue again later in our comments. The Utah Wilderness Coalition requests that a more rigorous analysis be

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OR-1.33
(cont.)

made of potential land use planning conflicts for areas near WSAs targeted for potential population growth or industrial development.

9. Exclusion of Qualified Areas

CONCERN: A large number of areas qualify for wilderness study and some qualify for designation. These include boundary changes made on Mt. Ellen, areas where new information has been provided to correct the inventory, and areas reinstated by law suits. Why are these areas not under study in the statewide EIS? Several Instant Study Areas (ISAs) have not been included in the EIS; why not?

BLM RESPONSE: Recommended appeals areas are included. Four ISAs were analyzed and reported earlier as required. The rest are included in the current study. This is briefly discussed in Volume 1, Chapter 1. (No. 508)

The EIS includes the results of all appeals that were pending at the time the comment was made (January-April 1984). (No. 409)

UWC RESPONSE: There are a number of areas that were dropped from the initial inventory that the BLM has publicly stated it will not consider in the final EIS. The Utah Wilderness Coalition will demonstrate in its wilderness proposal that the BLM should include additional lands in the agency's final recommendation. Several Instant Study Areas are not given wilderness study or environmental analysis, and Big Hollow, reinstated by court decision, is not considered at all in the DEIS.

The BLM has failed to consider new information on inventory deficiencies that led to the exclusion from wilderness study of some qualified areas. The BLM has failed to explain why these areas do not meet the wilderness characteristics and why the new information should not be considered in the wilderness review process. This is a significant issue which is not addressed in the DEIS even though we have raised it several times during the wilderness study process.

10. Comments on SSAs

CONCERN: On each SSA, the Sierra Club raised specific issues during the public comment periods. We request that those issues raised in our previous comments be placed in the record for scoping of the EIS.

OR-1.35
(cont.)

BLM RESPONSE: No specific response to issues raised about individual SSAs was addressed by the BLM in Appendix 2: General Scoping Comments and Responses of the DEIS.

UWC RESPONSE: The BLM is required to respond to these issues and describe their use in the DEIS. If they are not used, the BLM must explain why: whether the issue is significant or not and BLM's rationale for the decision regarding significance. We request that the agency provide this information in the final EIS.

11. List of Site Specific Issues

OR-1.36

CONCERN: The BLM will undoubtedly develop a list of several site specific issues which are not addressed in the DEIS. We request a copy of any issues specific to individual WSAs in the EIS which the BLM chooses not to address.

BLM RESPONSE: (The BLM did not respond to this concern in the Draft EIS.)

UWC RESPONSE: The Utah Wilderness Coalition formally requests that the BLM respond to this concern in the final EIS. We submitted over 200 pages of comments, raising issues on each individual area. Many of these issues were not discussed in the DEIS. We request a list of the issues that BLM found should not be considered for individual areas and the reasons why.

12. Threats to Wilderness Values

OR-1.37

CONCERN: What wilderness value will be threatened by failure to designate part of an area as wilderness? The BLM should report the recreation days, wildlife habitat acres, archeological site numbers, and other wilderness values that would be damaged or lost if a roadless area is not protected as wilderness.

BLM RESPONSE: (The BLM does not respond to this concern consistently. Partial wilderness recommendations still fail to describe wilderness values which would be lost in the unprotected areas.)

UWC RESPONSE: The Utah Wilderness Coalition formally requests that the BLM respond to this concern in the final EIS. If we are to make sound decisions about the future management of Utah's public lands, we must know what the costs of certain choices are; fully understanding the implications of various choices is the primary purpose of an EIS under NEPA. We ask that the agency be as scrupulous in pointing out the wilderness values that could be

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OR-1.37

destroyed without designation as it is in pointing out the commodity values that might be foregone with wilderness designation.

OR-1.38

13. Budgetary Considerations of Alternatives

CONCERN: There are a number of budgetary considerations in wilderness designations. First of all, what would be the BLM budgetary needs under each alternative? Next, we believe that wilderness designation is the least expansive way to protect natural values such as wildlife habitat, watersheds, and the like. On lends recommended for non-wilderness, is the BLM able to manage those lands so as to protect natural values? And if the agency has that ability, are available management resources, especially the budget, sufficient to implement that management practices?

BLM RESPONSE: (The BLM did not respond to this concern in the Draft EIS.)

UWC RESPONSE: The Utah Wilderness Coalition formally requests that the BLM respond to this concern in the final EIS. If the agency is unable for some reason--such as budget cuts in the Gramm-Rudman era--to implement an alternative as outlined in the EIS, then the process by which the alternative is selected becomes meaningless. The issue is not a trivial one.

14. Mineral Resources, Commercial Potential

OR-1.39

CONCERN: The BLM has looked at mineral resource potential in wilderness reports. These studies purport to indicate whether a mineral resource is present or not and assigns some degree of certainty to the prediction. The next logical step must be to evaluate whether that mineral resource can ever be developed commercially.

BLM RESPONSE: These aspects are addressed to the extent that the information is available. (No. 77)

UWC RESPONSE: If the BLM is going to deny areas a wilderness recommendation because of their potential for mineral development--and the State Director has stated publicly several times that he is doing just that--it is absolutely crucial that the agency assess likelihood of development. The Utah Wilderness Coalition requests that an economic evaluation be made of the long-term and short-term prospects for commercial development of mineral deposits in every case in which they are being used to support a recommendation against wilderness designation. A serious review must be undertaken to determine not only the

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OR-1.39
(cont.)

potential market but also the technical feasibility of the mineral development. These technical aspects should be factored into the final economic value associated with the mineral. The Wilderness Society has undertaken such a study of selected WSAs and the minerals in them. (The results are summarized elsewhere in these comments.) While not exhaustive, the study clearly indicates two things: first, such a study is practical to undertake; second, it is essential that the agency do so.

We believe that the BLM has used infeasible mineral developments to support recommendations against wilderness. The agency already has the information in some cases to determine the feasibility of development and has not done so. Feasibility is determined by the quality and quantity of the resource, the costs of extraction and processing, costs of reclamation and habitat protection, costs of transportation, the availability of water and services and resource protection requirements--all weighed against similar characteristics for other deposits of like minerals in Utah, the region and elsewhere. The BLM does no such analysis.

15. Mineral Resource Profitability Potential

OR-1.40

CONCERN: Will the BLM be evaluating the potential for profitable development of mineral resources in Wilderness Study Areas?

BLM RESPONSE: The BLM, in consultation with the U.S. Department of Energy, has had each WSA within Utah independently assessed for its energy and mineral resources by Scientific Applications, Inc. Refer to the individual analysis for each WSA and to Appendix 5 for a detailed description of the SAI rating system. In addition, the U.S. Geological Survey and Bureau of Mines are preparing mineral evaluations. (No. 80)

UWC RESPONSE: Please review the UWC response to Concern 14.

16. Supplies of Products, Services Regionally and Nationally

OR-1.41

CONCERN: How will wilderness designation affect the regional and national supply for products and services? These products include minerals, firewood, water, wildlife, grazing forage, etc. Services also include wilderness activities, ORV use, etc. The regional and national scope of this issue is not specifically stated in current issues. In the past, the BLM has not considered sources or availability of products and services from outside the roadless area.

BLM RESPONSE: Generally, wilderness designation in Utah WSAs

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OR-1.41
(cont.)

would have little, if any, effect on the current regional and national supply for products and services. In the long term, designation of an area could limit use of certain resources and have related localized effects. (No. 462)

UWC RESPONSE: Since the DEIS was prepared on a statewide basis and the lands involved are federal, the individual WSA analyses should compare all values on a statewide and national basis. For example, the amount of extractable coal from a given WSA should be compared to the total proven and potential reserves for Utah and the United States. Such a comparison is the only method by which comparative worth can be obtained--and is also a critical factor in determining the likelihood of development. The BLM's response is far too general. The analysis should be prepared for each product and each service. And, as regards the opportunity for wilderness-based activities, the agency's response is flatly wrong: designation of Utah WSAs as wilderness would have a significant impact on both the regional and the national availability (or supply) of lands dedicated to the support of such activities. The Utah Wilderness Coalition formally requests that the BLM analyze the impact both of designation and non-designation upon the full range of commodity products and services and of wilderness opportunities.

Furthermore, one of the benefits of wilderness designation is that it serves to preserve natural resources for future development. Areas should be identified according to their suitability for development under current technologies. Those areas offering only marginal productivity may best be reserved for future exploration when more refined and efficient technologies are developed.

We recommend that the BLM use relative ratios of the fraction of the resource that would be foregone with wilderness designation in the comparison table found in the front of the DEIS. The large numbers do not readily convey the tradeoffs being made.

17. Alternative Sources for Products Within a WSA

CONCERN: Can the demand for a non-wilderness product or service be met by other sources outside the Wilderness Study Area or by alternative materials or methods?

BLM RESPONSE: Some resources can be found both within and outside of WSAs. For example, pinyon-juniper forest is abundant in many places. Other values, such as pristine conditions, may be more unique to WSAs. Also, within a WSA some values may be of a different quality or order of magnitude. (No. 360)

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OR-1.42
(cont.)

UWC RESPONSE: It is inappropriate to consider individual WSAs as discrete economic units, unrelated to either statewide or national economies. Nonwilderness and wilderness values should be compared --both quantitatively and qualitatively--against the available state and national supplies. This is especially important, and especially appropriate, inasmuch as the BLM has pursued a statewide EIS. Presumably, if there is any defensible rationale at all for a statewide EIS in violation of agency policy, it is the opportunity to take a comprehensive look at all the resources involved in wilderness decisions. The DEIS does not consider the need for commodities by quantity or time period. While the DEIS lists alternative sources for commodities, it fails to identify alternative methods for meeting the need. For example, there are materials now available as alternatives for potash.

18. Supply and Demand Analysis

OR-1.43

CONCERN: The analysis should address supply and demand. For example, in addition to the tonnage of coal located under a WSA, the analysis should assess what portion of regional and national supply is represented by that tonnage, and whether or not that coal has any practical market.

BLM RESPONSE: (The BLM did not respond to this concern in the Draft EIS.)

UWC RESPONSE: The Utah Wilderness Coalition formally requests that the BLM respond to this concern in the final EIS.

NOTE: Concerns 14 through 18 are related in that they all deal with the BLM's failure to assess the commercial feasibility or likely development of mineral values it uses to support recommendations against wilderness. But the concerns sufficiently distinguish that the Utah Wilderness Coalition asks that the BLM respond to each one.

19. Net Economic Costs of Development on Roadless Lands

OR-1.44

CONCERN: What are the net economic costs and benefits of non-wilderness developments on roadless lands? A cost-benefit analysis should be done for any resource development that appears to conflict with wilderness designation.

BLM RESPONSE: BLM does not believe that a cost/benefit analysis or any other comparison based solely on economic considerations can properly portray trade-offs involved. This is because: (1) many of the values related to wilderness are intangible; (2)

OR-1.44
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market conditions that effect consumptive resources are highly variable over time; (3) the wilderness study criteria do not lend themselves to cost/benefit interpretations; and, (4) the numerous and divergent factors that contribute to wilderness considerations would make a meaningful cost/benefit analysis very difficult, if not impossible. BLM believes that it can serve best by narrating the situation and offering a recommendation that can be pursued in the political and legislative forums. (No. 153)

UWC RESPONSE: Wilderness has a measurable economic worth at all times and even more so when the supply of wilderness becomes limited in relation to demand. More people with increasing leisure time will generate increased demands on a finite resource, such as wilderness. Wilderness will also provide increasing protection for the nation's biological communities, watersheds and soils. The BLM must realize that the various narratives found in each WSA analysis can be subjected to critical economic interpretation.

Cost-benefit analysis is performed for range improvements and should be used in evaluating the benefits and costs of these projects aside from wilderness considerations. This is an important issue not addressed in the DEIS. We reiterate our request that the BLM undertake such analyses in the final EIS.

20. List of Proposed and Current Non-Wilderness Projects in WSAs

CONCERN: What are all the non-wilderness development projects, proposed or underway, in any given study area? While some of these developments are described in SSA reports, a majority of the chainings, chemical development, and planned burnings are not. Non-wilderness developments should be described on a map and in text.

BLM RESPONSE: (The BLM did not respond to this concern in the Draft EIS. While some of these projects are described in specific area descriptions, the BLM does not show their location or describe how boundary choices effect these projects.)

UWC RESPONSE: The Utah Wilderness Coalition formally requests that the BLM respond to this concern in the final EIS for each area. Some specific area analyses have general comments on these projects. The BLM fails to produce maps showing the location of these projects, the authorizing land use plan action, or a cost-benefit analysis of the project. The Coalition requests this date as well.

21. Management Conflict Criteria in Designated Wilderness Areas

OR-1.46

CONCERN: What constitutes a management conflict in designated wilderness areas? In the SSA reports for several areas, oil and gas leases and mining claims were alleged to represent management conflicts. The BLM did not state any justification under law for reaching such a conclusion.

BLM RESPONSE: Conflicts have been identified and quantified insofar as possible in the individual analyses for the WSAs and in the statewide alternatives in this EIS. (No. 367)

UWC RESPONSE: The BLM response does not answer either our specific question or our concern: What criteria does the agency use to determine when a management conflict exists sufficient to justify the deletion of land from wilderness designation? And where in the Bureau's policies, regulations and directives does the BLM find authority for making such a determination in the first place? The DEIS contains neither answer. The Utah Wilderness Coalition formally requests that the BLM provide them in the final EIS.

22. Diversity of Natural Values

OR-1.47

CONCERN: Diversity of natural values will be an issue in the EIS. The diversity of natural values is not adequately represented by BLM methods. The EIS limits diversity to three "landform quantities," to two "physiographic province keys," and to 10 plant communities. Missing from this is any identification of aquatic habitat, wildlife habitat, and ecosystems. Please use our previous comments for more information. Will a complete range of natural values be considered when evaluating the diversity of wilderness study areas?

BLM RESPONSE: The treatment of special features ("supplemental values") has not been superficial. Such factors were evaluated along with other criteria. Impacts of nondesignation and designation of wildlife habitat, threatened and endangered species, cultural resources, etc., have been provided on a statewide basis and in the individual analyses for WSAs. (No. 308)

UWC RESPONSE: The Utah Wilderness Coalition does not find the BLM response adequate. The stated concern, in our view, remains to be addressed in the final EIS. Our arguments as to why we believe the agency's methods are superficial are explained later in these comments.

23. Lands Preserved for Scientific Study

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OR-1.48

CONCERN: The BLM appears not to have sought guidance from the scientific community about which lands should be preserved for scientific study.

BLM RESPONSE: Except as otherwise provided in the Wilderness Act of 1964, designated "wilderness areas shall be devoted to the public purposes of recreation, scenic, scientific, educational, conservation, and historical use." Inventories are important to scientific endeavor, but they must be directed at specific objectives and based upon practical considerations. (No. 310)

Most of the resources (a.g., cultural resources, threatened and endangered species, geology) discussed in the Affected Environment section of the EIS may have value for scientific study. (No. 312)

UWC RESPONSE: The Utah Wilderness Coalition requests a list of individuals and institutions in the scientific community the BLM contacted in the WSA review process. We also request copies of their responses to any questionnaires, queries or requests for guidance the BLM may have sent.

24. Scientific Value of WSAs

OR-1.49

CONCERN: How will the BLM address the value of WSAs for scientific study?

BLM RESPONSE: Wilderness would limit nonconforming activities and thereby help protect existing ecological, geological, or other features of scientific, educational, scenic, or historic value in the area. Wilderness would foster a natural distribution of native species of wildlife, fish, and plants by ensuring that natural ecosystems and ecological processes continue to function naturally with minimum outside influence. (No. 305)

UWC RESPONSE: We heartily concur in the above statements but they do not respond to our comments. We asked how the agency intends to address the scientific values of WSAs. We still request a thorough inventory and a rigorous analysis of these values for each WSA. The scientific value of each WSA should be analyzed in the final EIS. If the agency believes the statements it made in the above "response," is should also believe, as the Utah Wilderness Coalition does, that it is crucial to understand the scientific values that exist in areas not recommended for wilderness so that we may understand which values will be denied the protections outlined above.

25. Concerns of non-Utah Users of Utah BLM Lands

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OR-1.50

CONCERN: The scoping meetings held across the state represented a good effort, and provided an opportunity for the EIS team to meet some of the people active in this issue. But many of Utah's BLM lands are of national importance, and regrettably, involvement of people from out of state is difficult. The BLM must recognize that only a small sample of the people who use BLM lands actually participated in these scoping meetings. What will be done to promote out-of-state comments on the EIS?

BLM RESPONSE: Local considerations are important and are recognized along with other concerns by BLM. Undoubtedly, the Congress will consider both local and state concerns, along with the national perspective, in decisions for wilderness designations. (No. 363)

Both local and national concerns will be reviewed and resolved as Congress decides which Utah WSAs should be designated as part of the NWPS. (No. 374)

UWC RESPONSE: Again, the agency's response--while presumably true--has little, if anything to do with the concern we expressed. The BLM is wrong in assuming Congress will have either the time or the intent to adequately air Utah wilderness issues to the nation. The time for public input is during the period of DEIS review and the BLM has not demonstrated any attempt to solicit out-of-state comments on its proposal. The interest Utah's wildlands hold for out-of-state residents is considerable and cannot be ignored. As a public agency, the BLM should seek comments from all people who use and care about Utah's public lands.

For the record, the BLM should provide a detailed analysis identifying the ratio of resident to nonresident users of the agency's land in Utah.

26. Direct, Indirect and Cumulative Impacts

OR-1.51

CONCERN: The Utah BLM has identified criteria for the selection of EIS issues. These correctly include requirements under federal law (endangered species, archeology, etc.), and substantial environmental impacts. Under the latter, consideration should be given to direct, indirect, and cumulative impacts.

BLM RESPONSE: Direct, indirect (or secondary), and cumulative impacts have been addressed in this document. (No. 521)

UWC RESPONSE: The Utah Wilderness Coalition finds that the BLM's

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impact analysis has been inadequate and too general in nature. A more discerning impact analysis should be completed in the final EIS and we formally request it.

27. Violation of Inventory Policies

CONCERN: The BLM violated inventory policy by deleting additional acreage from the wilderness inventory in additional areas. This includes:

initial inventory-- 1,316,520 acres in 52 units
intensive inventory-- 1,671,320 acres in 70 units

Had it followed the inventory policies, the BLM would have placed in wilderness study a total of 6,137,326 acres in 165 areas (27 percent of Utah).

BLM RESPONSE: Generally, areas not included in the Proposed Action Alternative are the result of significant potential conflicts with other resources, where BLM considers the conflicts outweigh the wilderness values. The EIS is not the document where rationale for the recommendations is provided. Rather, the rationale is required in the separate Wilderness Study Reports for each WSA that will accompany the Final EIS for submission to Congress. (No. 271)

BLM inventory phase decisions were based on principles established by Congress. Utah BLM used national guidance criteria as set forth in the wilderness inventory and study policies. (No. 416)

UWC RESPONSE: The BLM's explanation that no rationale is called for in the DEIS suggests that data collection, analysis, and conclusions are not related. Unless the DEIS contains the rationale to fully explain the BLM's decisions, the public is affectively denied any opportunity to understand or to participate in those decisions. By the time the Wilderness Study Reports are offered to Congress, the public review process will have closed.

The BLM is misinterpreting the intent of NEPA's requirements. It is essential for the public to have the rationale if it is to assimilate information and comment affectively on the BLM's processes. The absence of a rationale renders the DEIS inadequate. Without a rationale, the BLM's decisions are arbitrary recommendations inconsistent with the legal requirements for wilderness study and environmental analysis. Throughout the DEIS review process, the BLM has asked for specific comments from the public. However, in many cases, it has been very

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difficult, if not impossible, for the public to provide detailed comments without specific rationale from the BLM concerning the proposed alternatives. We request that the BLM provide the rationale for recommendations and offer an opportunity for public comment before making a final recommendation.

28. IBLA Decisions Applied To Other Utah BLM Lands

CONCERN: The IBLA found that the BLM made major procedural errors in the initial and intensive inventories. The Utah Chapter of the Sierra Club requested that the BLM apply these IBLA decisions to other areas. We argued that the BLM has the authority to do so, since other IBLA decisions have been used to drop units from study. The BLM refused to respond to our request. The purpose of the "All Wilderness Alternative" should be to analyze all qualifying units. We request that the BLM study 6.1 million acres in 165 areas under the "All Wilderness Alternative" in the EIS.

BLM RESPONSE: The EIS includes the results of all appeals that were pending at the time the comments were made (January-April 1984). (No. 409)

UWC RESPONSE: The BLM included only 3.2 million acres under the All Wilderness Alternative. The Utah Wilderness Coalition requests the BLM to identify the criteria and the authority it used to exclude the remainder of the 6.1 million acres from consideration in the All Wilderness Alternative.

SECTION 2.2 ENVIRONMENTAL ANALYSIS POLICY IMPLEMENTATION

Consideration of Alternatives

OR-1.54

This section is the heart of the environmental impact statement. The information and analysis presented in the section on the Affected Environment and the Environmental Consequences should present the environmental impacts of the proposed alternative in comparative form, thus sharply defining the issue and providing the decisionmaker a clear basis for choice among options and the public a clear basis for understanding the choice. (40 CFR 1502.14.)

The BLM DEIS offers a range of 11 alternatives and a comparison of some of the issues and values found in the wilderness alternatives. These alternatives include the no wilderness, all wilderness, the proposed action, manageability, highest quality, modified planning, commodity production, large cluster concept, paramount wilderness quality, regional representative areas, and

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small cluster concept alternatives. Superficially this appears to be a wide range of options.

But examination of the descriptions of the alternatives shows that many are similar. The commodity alternative, modified planning alternative, and the preferred alternative are all three described in virtually the same manner. There is no clear difference in the written description of what the alternative is and how areas qualify for designation in that alternative. The BLM's recommendations in these areas differ marginally but, as we will demonstrate, the BLM has not consistently applied the descriptions of the alternatives in making recommendations.

Two of the alternatives may violate the wilderness study policy. The large and small cluster approaches may make for an interesting discussion but fell far short of constituting reasonable alternatives. The wilderness study policy requires the consideration of several criteria. These require that an area be less than one half mile from an area of 100,000 acres or more of wilderness lands. The BLM offers no explanation of the reasons for choosing this standard. The choice of the size and distance are arbitrary and therefore not valid tools in making a wilderness recommendation.

The BLM uses the distance and size criteria to exclude lands from wilderness recommendations. It can be argued that a candidate wilderness area would be a good component for a cluster of wilderness areas because it added an important value or shared common wilderness values. Size and distance are relative to the wilderness values. For example, migrating wildlife could rely upon nearby areas or upon more distant areas depending upon the species.

The fact that the Deep Creek Mountains are not within one half mile of a 100,000-acre wilderness unit should not disqualify them from designation. Outside the cluster concept there are other reasons to designate lands that deserve consideration. The BLM can only argue that this area has added importance for designation because it is part of a cluster that would benefit from shared wilderness values.

The BLM fails to consistently apply the alternative description to each wilderness study area. The criteria are found on page 20 in the DEIS. The Large Cluster Concept Alternative:

--includes areas selected from the all wilderness alternative;

OR-1.54
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- considers geographic distribution and includes adjacent WSAs separated by dirt or gravel roads, minor intrusions, and less than .50-mile distance;
- identifies cluster that totals 100,000 acres or more, including adjacent non-BLM wilderness lands or proposals;
- provides at least 25 percent of BLM WSA lands in a cluster.

In the West Desert the BLM has not identified any cluster, thus violating its own geographic distribution criteria. Here are the areas that meet the criteria in each of the clusters:

West Desert	WSA Acreage	Recommendation
Notch Peak	51,130	unsuitable
Howell Peak	24,800	unsuitable
Swezey Peak	49,500	unsuitable
Total acreage 124,430		

Each of these areas abuts the House Mountain Range in the West Desert. The total acreage is more than 100,000. King Top would be a logical addition to this since it is only separated by a paved road 50 feet wide. (The road surface seems to matter little and is just another arbitrary factor in the criteria for this alternative.)

Zion Cluster	WSA Acreage	Recommendation
Bear Trap Canyon	40	unsuitable
Goose Creek Canyon	89	unsuitable
Taylor Creek Canyon	35	unsuitable
The Watchmen	600	unsuitable
Spring Canyon	4,433	unsuitable
Red Butte	804	unsuitable
Laverkin Creek	567	unsuitable
Deep Creek	3,320	unsuitable
N. Fork Virgin	1,040	unsuitable
Orderville Canyon	1,750	unsuitable
Parunuweap	30,800	unsuitable
Canaan Mountain	47,170	unsuitable
Zion N.P.	126,535	NPS recommendation
Total acreage 217,183		

All these areas directly abut the larger Zion National Park wilderness proposal. They are a logical part of this cluster and

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they meet the BLM criteria.

Keiperowits	WSA acreage	Recommendation
Paria Heckberry	135,822	unsuitable
Wahweap	134,400	unsuitable
Burning Hills	61,550	unsuitable
Death Ridge	62,870	unsuitable
Mud Spring	38,075	unsuitable
Fifty Mile Mtn.	146,143	unsuitable
Cockscomb	10,080	unsuitable
The Blues	19,030	unsuitable

The BLM gives no reason why the Cockscomb is not part of this cluster. The BLM should include the Blues, separated from Mud Spring by a paved highway. Mud Spring is part of this cluster.

In the Escalante Canyon Cluster the BLM neglected to include Escalante Trote 5 which is a logical part of Coyote Creek and the Glen Canyon NRA wilderness area. The BLM also failed to include Steep creek which is separated from North Escalante Canyon by a narrow road (the Burr Trail). Phipps Death Hollow is separated from North Escalante Canyon by a narrow paved road and is a logical part of the Escalante Canyon Cluster; the BLM excluded it as well.

In the San Rafael Swell, the BLM included none of the areas that form a cluster. Excluded were Creek Canyon, Muddy Creek, Devila Canyon and the San Rafael Reef. These units are logical parts of the region and were ignored in the recommendation.

The BLM ignored the logical wilderness cluster which links Glen Canyon NRA and Canyonlands NP.

Glen Canyon NRA/ Canyon NP Cluster

Area	WSA Acreage	Recommendation
Little Rockies	38,700	unsuitable
Fiddler Butte	73,100	unsuitable
Dirty Devil	61,000	unsuitable
French Spring	25,000	unsuitable
Mencoe Mesa	51,440	unsuitable
Dark Canyon	68,030	unsuitable
Butler Weeh	24,190	unsuitable
Bridger Jack Mesa	5,290	unsuitable

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Indian Creek	6,870	unsuitable
Horseshoe Canyon N.	20,500	unsuitable
Canyonlands N.P.	260,150	NPS recommendation
Glen Canyon NRA	620,436	preliminary NPS proposal

As you can see, some of the BLM WSAs that about NPS recommendations are listed and some are not. This list above shows those that about the larger cluster and meet the BLM criteria.

On Cedar Mesa the BLM neglected to include Fish and Owl Canyon, Road Canyon, and Mule Canyon in a cluster. These areas about each other and are separated only by narrow roads. They are really a part of the larger Cedar Mesa Cluster which includes Grand Gulch. Fish and Owl and Road Canyons come within one half mile of Grand Gulch. Again, only a narrow paved road separates them.

The Highest Quality Wilderness Alternative also has significant problems. The BLM requires that an area have "outstanding opportunity for solitude and primitive and unconfined recreation on at least 75% of the WSA." The key shortcomings to this are the arbitrary choice of 75 percent of an area and the absence of any objective--or, as the BLM has applied it, even predictable--method of evaluating wilderness solitude and potential for wilderness activities. The BLM gives no rationale for choosing the 75 percent figure. Once again, this becomes an arbitrary tool and the alternative crafted with it does not constitute a reasonable alternative. The Congress does not demand that both wilderness-grade solitude and potential for wilderness-based activities must be present to qualify an area for wilderness protection; why does the BLM?

Beyond that, the agency's own wilderness policy directly forbids this practice: "However, arbitrary assignments of numerical weights and/or subjective ratings or rankings should not be used in BLM wilderness studies."

The BLM uses an undocumented and unauthorized method in the DEIS to conclude that a certain percentage of each area has high, medium, or low wilderness values. The method differs with different areas and appears to be inconsistently applied.

The Preferred Alternative is described on page 19 of Volume 1 of the DEIS:

- Utilize wilderness suitability parameters from BLM "Wilderness Study Policy" (USDI BLM, 1982);
- Include all areas and acres currently judged by BLM to

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meet the test of suitability. Units may have low wilderness quality but no identified conflicts.

The DEIS gives no further explanation. The DEIS does not explain how this alternative uses the suitability parameters as compared to any of the other alternatives. The BLM sets out no criteria that constitute "the test of suitability." The BLM must present these criteria and explain their use. Without this explanation, the BLM's recommendations can only be considered arbitrary.

The description of the Preferred Alternative then says that, "units may have low wilderness quality but no identified conflicts." This is the only part of the description that gives any hint of the criteria to be used for recommendations.

The Preferred Alternative is not adequately explained. The DEIS fails to offer a clear explanation of how the BLM determines the wilderness recommendation for a specific area. Without a clear description, the BLM's proposal appears arbitrary and without rationale.

Looking at the areas the BLM chose to exclude from the Preferred Alternative, several inconsistencies appear. The BLM does recommend many areas which have no conflicts as suitable. But without explanation, other areas are deleted--even those that the BLM says lack conflicts. Among these areas are Chasabong Canyon, Fremont Gorge, Daniels Canyon, most of the Cedar Mountains, Rockwall, and Conger Mountain. If the criteria were applied to these areas, they should appear in the Preferred Alternative. In each case, the BLM failed to state any reason for not recommending wilderness designation for these areas.

The alternative fails to adequately define what a conflict is. Some conflicts are realistic proposals for nonwilderness uses of these WSAs. Most of the conflicts are unsubstantiated guesses that development may occur. In several cases, the BLM concludes that development is highly unlikely yet drops the area because of development conflicts.

The DEIS should only consider real conflicts and give no weight to unlikely or unfeasible developments. Tar sand development within the Tar Sand Triangle is infeasible. The BLM concludes this without explaining why. The explanation is found in the Tar Sands Triangle Combined Hydrocarbon DEIS and needs to be included in this EIS.

Several factors make development infeasible. Any of the proposed development schemes would violate the air quality standards and

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ground water protection standards of adjacent National Park lands. Transportation difficulties, the only-moderate grade of the deposits, limited water resources and limited access to the resource combine to make this one of the most expensive--and thus least promising--of potential energy sources. Although analysis has not been performed, it is probable that the energy consumed in developing this resource and protecting the environment may exceed the energy the resource produces. Development of even high-quality deposits without these limitations is not considered to be commercially feasible into the distant future for economic reasons. The points made here can be applied equally to tar sands deposits in the Circle Cliffs and in the San Rafael Swell.

In this case the BLM falsely stated on page 70 that there is a "medium to high energy and or mineral potential." This table is grossly misleading because many of the potentials listed are exaggerated. The BLM failed to consider the feasibility of development as a factor. This table simply assumes that if a resource is present in some quantity it is a certainty for commercial production. This approach, regardless of the agency's intention, has the obvious effect of overstating the significance of the conflict. Wilderness, whose significance the DEIS never overstates, is the loser.

In the section on mineral analysis we will discuss feasibility and what the BLM needs to use in determining significant conflicts to wilderness designation.

In summary, the BLM needs to include in the DEIS clear, full descriptions of alternatives, including the criteria used for area recommendations. Some of the alternatives use methods of selection that are undocumented. Several of the alternatives violate the wilderness study policy. The BLM uses the cluster concept as a requirement for wilderness designation. Most of the criteria for recommendation in each alternative are not consistently applied. Frequently, areas that meet the criteria for inclusion in an alternative are excluded from that alternative with no explanation and no apparent justification.

All of the alternatives assume the same rate of growth. In fact the rate of growth itself is an issue that needs consideration. Growth is used to evaluate the net benefits from wilderness designation. The BLM uses growth of nonwilderness activities to justify an unsuitability recommendation.

Much of the pro-economic development bias seems to relate to the BLM's use of the Utah Baseline Provisional Population Projections. Utah's public officials continue to use the projections as though

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they were precise and reliable descriptions of the future rather than guidelines for what might happen if present trends continue. Indeed, in the past 5 years, the population trends in Utah have changed dramatically with both the migration and birth rates decreasing significantly. To use such projections of population or economic potential as a basis from which to exclude areas from wilderness status or study is an abuse of responsible analysis. We request that the BLM use trends which have been corrected with current information. We also request that the BLM indicate the confidence factor or margin of error in growth estimates used. The BLM needs to apply growth rates consistently in estimating benefits.

The DEIS makes predictive statements about future employment opportunities unsupported--or inadequately supported--by analysis. It ignores, too, the impact that the predicted development will have on a community. Bluntly stated, the draft falls far short of doing a comprehensive impact analysis.

Planning, analysis, and evaluation of environmental issues has been done haphazardly or one-sidedly in Utah. This wilderness "analysis" is one more example. We have no comprehensive growth management plans for the state or regions in Utah. Utah has never conducted a valid assessment of the residents' goals and desires, the logical first step in the development of such a plan. Without a clear statement of growth management policy to be used as a critical reference tool when important environmental and socioeconomic decisions are made, crucial decisions, such as for wilderness, will continue to reflect only the goals and desires of those doing the study.

The BLM needs to clearly state the assumptions it makes on growth and growth management. It is impossible to balance decisions on public land use if conflicting assumptions (for example, The BLM environmental protection and unlimited growth) are used. The BLM needs to identify these assumptions, report them in the EIS and show the varying levels of conflict with varying levels of growth.

The BLM needs to consider alternatives that reflect realistic rates of growth within the range defined by the accuracy of the forecasting tools. The methods of forecasting and their application need to be described in the DEIS. A range of rates is the best that can be forecast. In this case the BLM needs to have low growth rate, moderate growth rate and high growth rate alternatives that are within the accuracy of growth forecasts.

The draft environmental impact statement describes for each WSA what the consequences of a particular wilderness alternative might

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be relative to specific analysis criteria (e.g., soils, mineral and energy resources, and socioeconomic). The BLM then labels one of the alternatives as its "proposed action." In most cases, no rationale for the choice is given. The lack of rationale inhibits the ability of the reviewer to understand why all or part of a WSA is not considered suitable for wilderness status. This technique is neither fair nor useful.

Are the decisions made on a totally arbitrary basis? We do not think so: though the EIS states no rationale, a strong pro-development influence is visible throughout. That influence affected the decisions not only of wilderness status but of which areas would be studied in the first place.

The Utah Wilderness Coalition contends that the EIS is inadequate for, among other things, its:

- a) lack of rationale for its "proposed actions";
- b) lack of analysis to back up its predictions;
- c) use of population projections as pronouncements of unalterable conditions;
- d) lack of adequate assessments of impacts; and
- e) lack of a firm foundation, in the form of publicly assessed growth management policies, for responsible decision-making.

The agency failed to "rigorously explore and objectively evaluate all reasonable alternatives." The BLM failed to consider alternatives which consider a range of economic development scenarios (see economic analysis for a specific description), alternatives which reflect different agency budget levels, and alternatives including areas that qualify for wilderness study but are not designated WSAs.

The UWC Proposal

In the middle of last year, the Utah Wilderness Coalition provided the BLM its citizens' proposal for Utah BLM wilderness for consideration in the DEIS. The DEIS fails even to mention that this was received.

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The Utah Wilderness Coalition's proposal of 5.1 million acres is a reasonable alternative that has already received broad public support. During public hearings on the DEIS, pro-wilderness witnesses greatly outnumbered anti-wilderness witnesses. And among pro-wilderness witnesses, the overwhelming majority spoke in favor of the UWC's 5.1 million acre proposal.

This alternative was developed after years of efforts by our many volunteers in the 17 conservation groups that form the Coalition. We have literally travelled every road and track to investigate human impacts. We have flown dozens of hours collecting information on wilderness values. After the field work was nearing completion, we spent six months in a series of nine statewide meetings to pool all our information and develop boundaries.

The BLM has a set of our working maps. We have provided a list of the estimated acreage we are recommending for designation as wilderness. The BLM has not disclosed how or whether it has used this information or if it intends to.

The Coalition proposal represents lands that qualify for wilderness study and designation under the BLM's wilderness inventory and study policy. We have deleted lands with significant human impacts from our proposal. In each of the individual area descriptions we have presented the wilderness values of the area, the errors the BLM made in the inventory, the legal requirements for BLM to review new information and revise recommendations, and a recommended alternative that meets the agency's own regulations. For these reasons our alternative is a reasonable one that merits full and equal consideration in the DEIS. The BLM has not cited any reasons for ignoring our proposal and has never identified the legal authority under which it does so.

Mitigation

The DEIS fails to provide appropriate mitigation measures to impacts that the DEIS proposes for lands found unsuitable for wilderness designation. While many of the alternatives list the wilderness values that would be lost with nondesignation, the BLM consistently fails to describe what actions it would take to mitigate the cumulative impacts upon natural values of development on lands not designated wilderness.

For example, the BLM says the numerous archaeological sites and opportunities for solitude and recreation, as well as wildlife habitat will be lost if far and development occurs. No description of the mitigation needed to protect these resources is

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given in the DEIS. This same situation is found with most of the wilderness study area descriptions of recommendations for either partial or no wilderness.

The BLM describes in great detail the commodities that may be lost or foregone through wilderness designation but never describes the loss of wilderness values if the land is not statutorily protected as wilderness--strange, to say the least, in a document that purports to be an analysis of Utah's BLM wilderness. The BLM makes no estimate of the long-term economic loss--either in primary spending by wilderness users or from secondary support services. This must be provided for each candidate area.

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The BLM fails adequately to discuss secondary impacts of development allowed through nonwilderness recommendations. The BLM has not addressed the quantity of archeological sites that will be vended if lands are designated unsuitable and opened to use by off-road vehicles. The BLM fails to quantify the impacts on wildlife populations, of both game and non-game species, from the development on roadless lands not designated wilderness.

Secondary impacts affect the entire Utah travel industry. The BLM has not discretely identified that industry. In developing gross categories of transportation, services and utilities, the BLM fails to identify the portion of each category that relies upon and benefits from the travel industry. Tourists come to Utah to see its natural resources, and a majority of these are on BLM lands. The BLM has not considered the discrete components of the economy that are affected by wilderness designation.

The BLM assumes the presence of minerals where inventory information is minimal. The BLM may be correct in making estimates for resources not yet inventoried but should apply the same standard to wilderness values that it has not inventoried. The BLM needs to estimate the special wilderness values that are present based upon existing information. The BLM uses the lack of an inventory to conclude that the value is absent. Without this consistency, the BLM can not effectively assess the environmental effects of different alternatives.

BLM ignores cost benefit analysis. Clearly this is relevant to the choice among alternatives. BLM makes proposals for range projects within lands under wilderness study. It is important to evaluate the wilderness values that may be affected by these but in addition to that, the efficiency of these projects needs to be addressed. In our experience, these projects have costs that clearly outweigh the benefits. The BLM makes decisions to delete lands from wilderness designation because one of many alternative utility corridors passes through an area. Clearly the cost/benefit process would help decide which corridors are needed and make economic sense. The DEIS needs a cost-benefit analysis.

The BLM fails to identify key methodologies used in the EIS. And the methodologies that appear to be used are not consistently applied. Here is a brief list of the methodologies missing from the DEIS. Other methodological shortcomings are described elsewhere in our comments.

--Evaluation of outstanding opportunity for solitude;

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- Evaluation of outstanding opportunity for wilderness recreation;
- Estimates of revenues received;
- Estimates of mineral quantities;
- Estimate of recreation use;
- Estimate of wildlife populations ;
- Criteria to determine the significance of issues ;
- Determination of significance of a conflict with wilderness designation; and
- Estimated grazing use of candidate areas.

The BLM fails to provide key information pertaining to conflicts and recommendations. The BLM fails to provide maps that show the location of minerals within lands under wilderness study, of mining claims, mineral leases, range projects, and other issues. This information does exist and is critical in determining the geographic scope of the conflict. Some of this information was found in the SSA reports (site specific analysis wilderness reports); additional information is found in the BLM's land use plans (range projects), and in other BLM files and documents information. The BLM also knows which of the mining claims are valid and which not. This information should be provided the public. We request that map information on the location of conflicts be included in the final EIS.

The BLM fails to evaluate whether proposed development, including the cumulative impacts of development that may occur, violates national environmental standards or policies. In many cases enormous coal development, ter and production, range projects, and uranium mines are proposed with no description of the cumulative impacts related to any standards. The BLM needs to determine whether and which environmental standards are violated by the worst-case development scenario for each alternative. Without this kind of analysis, the public has little basis for weighing alternatives relative to environmental standards or policies.

Because of these failings, shortcomings, biases and inadequacies--as well as others enumerated elsewhere in our comments--we believe that the Utah BLM Wilderness DEIS fails to fulfill requirements of the National Environmental Policy Act. We believe that pursuant to 40 CFR 1402.9, the BLM is required to

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Issue a revised draft environmental impact statement for public comment.

2.3 WILDERNESS STUDY POLICY

The BLM Wilderness Study Policy, published in 1982, describes the "policies, criteria, and guidelines of the Bureau of Land Management for conducting wilderness studies." The purpose of wilderness study is for the BLM to recommend which of the lands that possess wilderness characteristics are suitable for designation as wilderness areas.

The study policy sets out two criteria and eight standards to be used in developing recommendations. The criteria evaluate wilderness values and manageability of wilderness study areas. The standards are quality control requirements for analysis and documentation. The study policy states:

The BLM will recommend for wilderness designation only those areas for which it has been determined, through the Bureau's multiple resource planning process and public involvement, that wilderness is the most appropriate use of the land and its resources. In addition, areas recommended suitable for wilderness designation should possess wilderness values and multiple resources capable of balancing the benefits of other resource values and uses which would be foregone due to wilderness designation.

The wilderness study process is to be performed as part of the existing BLM land use planning system. The BLM multiple resource management planning system is described in the federal regulations, 43 CFR 1601. The Wilderness Study Policy describes the use of the planning regulations:

The wilderness study policy and planning criteria specify factors and quality standards to be addressed through the planning process in determining whether an area is suitable for preservation as wilderness or more suitable for other uses. The wilderness planning criteria and quality standards will be applied in the planning process, along with guidance already issued for other resource programs, to determine the most appropriate alternative for use of the land under study.

Wilderness studies undertaken by the BLM will be conducted in accordance with BLM planning regulations (43 CFR 1601).

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While the BLM has used these policies correctly to support the wilderness suitability of lands under study the agency has also misused these same policies to exclude other lands from potential designation.

The BLM in Utah has chosen to separate the wilderness study from the land use planning process. The DEIS states:

All WSAs (wilderness study areas) are included in approved BLM MFP or RMP (management framework plan or resource management plan); however, some plans are old. BLM is currently working on several RMPs that will be completed in the near future. BLM plans normally do not specifically address wilderness designations. Rather they define how WSAs would be managed if not designated wilderness by Congress.

This directly violates the requirements of the wilderness study policy. This issue was raised in the scoping process and the BLM has neither acknowledged nor responded to it. During the wilderness study process numerous resource management plans have been produced and more are in process now. Each of these plans deferred the recommendation of wilderness suitability to the statewide Utah wilderness DEIS. The result is a kind of land management shall game.

The BLM chose a statewide analysis for political reasons, to accelerate the review process. And it did so in violation of the wilderness study policy. But besides adherence to departmental policy, there are other important reasons for wilderness study to be part of land use planning. The planning process is meant to be comprehensive. It develops issues, criteria, alternatives, and decisions on a resource area. A BLM resource area occupies between one and three million acres. Equal planning consideration is given to lands under wilderness study and other BLM lands within the resource area. The current wilderness study focuses on lands under wilderness study and ignores balanced multiple use with the remainder of the public lands.

With BLM resources scarce, the BLM has diverted resources from the land use planning system to perform a statewide wilderness study. As a result, the plans now in progress have suffered. Inventories are forgone, comprehensive analysis set aside, and wilderness recommendations made without reference to their appropriate context, the public lands as a whole. The planning process requires the BLM to give priority to the

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designations of areas of critical environmental concern. That has been lost in the present system. The process of inventory and recommendation highlights many values that also are important in making wilderness recommendations. Those benefits, too, are lost in the present system.

Planning also designates areas unsuitable for surface mining. Thus, comprehensive land use planning might well find some coal lands--which the BLM has used to recommend against wilderness--unsuitable for surface mining and so never to be developed. That information, if available during the wilderness study process, would remove conflicts. As it stands, though, it is entirely possible (and maybe even likely) that coal that can never be developed stands as a barrier to the designation of pristine lands as wilderness.

Land use planning analyzes the ability of all lands within an area, not just wilderness lands, to meet commodity production needs. The wilderness DEIS limits consideration to lands under wilderness study. The plan develops decision criteria for other resources as well as criteria for making wilderness recommendations. The statewide wilderness DEIS does not have criteria for identifying and asserting the existence of conflicts with wilderness designation. Without these criteria it is impossible to form an objective judgement regarding development verses wilderness protection.

The planning system lists requirements for the inventory of resource values. The agency must prepare a situation analysis report during the planning process that responds to all the significant issues identified in the planning process. This analysis looks at opportunities to meet goals and objectives, considers resource demand forecasts and estimates the sustainable level of various commodities and services available in the resource area. The statewide DEIS fails to perform this kind of analysis. As a result the wilderness study lands alone are unfairly evaluated by this DEIS for their ability to support commodity production.

Standards and Criteria

Each of the criteria and the standards were used with varying consistency in the EIS. The first criterion is evaluation of wilderness values. The BLM looked at a limited range of values with less emphasis on any of them--or even on all of them--then on energy and minerals or nonwilderness uses. Wilderness activities include the traditional recreation values of hiking, camping, river uses, etc. These are described for each area in the EIS. The BLM has inventoried use in only a few

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areas; with few exceptions it makes no estimates of the potential for wilderness activities. The BLM develops statewide totals for minerals and wilderness conflicts but not for wilderness values and uses. The BLM does not provide totals of hunters, wildlife species, or wilderness values that would be protected or omitted from protection. This clearly shows a bias against wilderness.

Biological Resources

Many significant wilderness activities are ignored. The BLM has not approached the scientific community for the kind of expert comment about the scientific activities that need and rely upon protected natural lands. Such activities may well include studies of geology, ground and surface water, weather, air quality, visibility, plants, animals and insects, grazing use, recreational use, genetics, and many more. The BLM should inventory the current and potential wilderness-dependent scientific research and identify which WSAs would support it.

The BLM's study policy directs the BLM consider the need to broaden the protection of natural features. The BLM produces a limited set of criteria which fails adequately to identify the diversity of natural values present. The DEIS does not assess the natural values that need to be considered in addressing this part of the first criterion.

An example of its approach is this: the BLM uses the dominant plant found on average in the whole unit to represent all plants, animals, and habitat areas. But in an area dominated by, say, piñon trees, there is found a diversity of smaller plant and animal communities; they are lost in the BLM's approach. Similarly, the wildlife assessment considers only game animals or major raptors. And even that has not been without its flaws: in the case of antelope, the BLM has not even identified prime habitat, much less sought to preserve it. There are the hundreds of animals and plants living in Utah's canyon country and Great Basin desert. Most are ignored in the DEIS.

We request that the BLM list all identified plant and wildlife habitats of candidate areas, the percentage represented in each WSA and in each alternative, the inventories performed and, where applicable, the inventories that have not been done.

Manageability

The second criterion is manageability--the BLM's ability to preserve the wilderness character of an area. The BLM correctly

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adopted the state's posture on the exchange of state land inholdings, that is, to exchange these lands on a case-by-case basis. The BLM could be involved in that process right now and probably should be as it takes years to complete land transfers.

The BLM correctly finds that mining claims are not conflicts with wilderness designation. The current law requires that the BLM manage wilderness study areas to protect wilderness values. This applies to mining claims as well. In most cases the claims are invalid and even when valid do not represent significant management problems under wilderness study or designation.

The BLM considers off-road vehicle trespass a manageability problem in several candidate wilderness study areas. In Moquith Mountain, for example, the BLM makes the assumption that off-road vehicles can physically enter an area and that the area is therefore unmanageable. The BLM has misapplied this criterion to exclude several key wilderness areas. In each case the BLM deleted either part or all of an area, not because off-road vehicles can not be managed but because the BLM prefers to promote off-road vehicle use in that area. The BLM manages ORV use in Utah only minimally. Most lands (more than 90 percent of BLM lands, in fact) are left open to all ORV uses.

Some example areas show success with little actual effort. The BLM has posted the Joshua Tree Natural Area, noting that vehicular use is limited to existing routes. Very little use off those routes has occurred even without any additional management action. In this case posting is all that was needed.

Moquith Mountain is covered with sand dunes. It would take regular major use to noticeably alter the plant and animal communities of this naturally healing area. No deep erosion gullies, no scarred hill sides exist in this area; only sand dunes. Current use has not affected the area. The BLM has done no posting and has taken no other management actions to discourage ORV use.

There is a range of actions the BLM can take that has worked well in other locations on public lands. The first is to inform the public of the special values a given area contains. This works in a majority of cases. The second is to post the area and make monitoring checks for compliance. Third is to cite violators. This is especially effective when a few offenders are targeted, cited, and the incident widely publicized. The last method is to physically block vehicle access to the area. This involves closing key vehicular access points.

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The BLM has no record of management problems in these areas. The agency openly admits it has not monitored use. The BLM has not attempted any of these management techniques to control ORV use in areas it went to disqualify on the basis of threatened vehicular damage. The BLM has no basis for determining that ORVs cannot be managed in wilderness areas. The BLM has no evidence or analysis to establish the reasonable certainty that these candidate areas are unmanageable.

Wilderness Characteristics

One component of the wilderness value evaluation criterion relates to wilderness characteristics. These include the existence of wilderness quality solitude and the potential for wilderness-related activities. The BLM has identified parts of areas which have these qualities and parts which do not and made recommendations on the basis of these comparative ratings or rankings.

The BLM has identified no objective method by which it has determined outstanding opportunities for solitude or primitive, unconfined recreation. We commented during the scoping process about this topic and asked the issue be addressed in the EIS. The BLM failed to consider this as an issue.

The Fiddler Butte WSA offers an example of the problems with the BLM's ranking of wilderness values. The Dirty Devil River flows through the middle of this area. The west side of the Dirty Devil cliffs and canyons that are over a thousand feet high. The eastern side of the river has deeply eroded badland benches surrounded by large mesa and buttes. The BLM found solitude on the west outstanding and on the east not outstanding. The bad benches are proposed as unsuitable solely because of the BLM's finding on the issue of solitude. These benches are undulating and a hiker would be screened from--physically out of sight of--another person fewer than 100 yards away.

In one candidate area after another, the BLM has found low-grade solitude, often in huge, rugged and natural areas. And this without benefit of any published standards for such determinations, as we have pointed out. The BLM's methods are clearly arbitrary and without merit. The BLM wilderness study states plainly and unmistakably that "arbitrary assignments or numerical weights and/or subjective ratings or rankings should not be used in BLM wilderness studies." But the BLM's studies are riddled with such forbidden features. The BLM uses numerical quantities, a percentage of the area which must possess outstanding recreation or solitude opportunities or fall short of wilderness recommendation. This clearly violates the study

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policy. All such arbitrary rankings should be dropped from the EIS and lands excluded on the basis of such rankings should be reevaluated and restored to the process.

SECTION 2.4 TRANSPORTATION CORRIDORS

The BLM claims that future transportation corridors pose conflicts with wilderness designation. In many cases large areas are deleted to accommodate such corridors. The BLM provides no maps describing the location of the proposed corridors for any of the wilderness study areas involved.

In the case of Mud Springs the BLM claims a "future rail or coal slurry pipeline" would cross the area. The BLM stated that the "Keiperowite Coal Development and Transportation Study for Southern Utah" describes the proposal. The consultant who prepared this document offers only general conceptual ideas which describe broad areas where corridors may be proposed. The conceptual corridors are up to 15 miles wide and six alternate routes are described.

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The BLM uses this as the sole justification for deleting large parts or all of wilderness study areas from wilderness study. There are several problems with what the BLM is proposing. The first is giving a consultant's report the status and weight of a land use plan. The report has not gone through the planning process nor had an EIS prepared on it, and it has not complied with the BLM's procedures for the designation and management of rights-of-way. The public has had no opportunity for participation. For these reasons this document cannot be considered a land use planning document and should be subject to general comments from the public. A utility corridor 15 miles wide is an absurdity. It represents nothing more than the effort by interested parties to keep every option open; that is understandable. What is difficult to understand is the BLM's use of such a "wish list" as a serious proposal sufficient to disqualify an area for wilderness.

The transportation study describes several alternate routes. The BLM assumes that all of the routes are chosen and proceeds as if they will all be used. The BLM misrepresents the intent of the study and should only consider reasonable feasible alternatives.

BLM planning has not identified corridors for future transportation services through this area using the required procedure. As is typical with the BLM planning process, key issues are delegated to a separate process outside comprehensive land use planning. The BLM has not produced an amended plan which describes transportation corridors in this area or which

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describes the conflicts the BLM contends exist. We request that the BLM produce the sections of the land use plans for candidate wilderness areas which describe transportation corridors, including both text and maps.

The BLM has demonstrated no need for these corridors. There has been no justification for any--much less all--of these provided to the public. The BLM's decision to use the corridors as a real conflict is arbitrary. It is not supported by the BLM's planning process.

The choice to commit hundreds of thousands of acres of BLM to "what if" transportation corridors violates the regulations covering such corridors. It perverts the regulations to interpret them as meaning applicants--or a BLM intent on disqualifying wilderness--can reserve great pieces of the public domain to protect a speculative state of potential rights-of-way.

43 CFR 2806.1 reads as follows:

The authorized officer may, based upon his motion or receipt of an application, designate right-of-way corridors across any public lands in order to minimize adverse environmental impacts and the proliferation for separate rights-of-way.

The locations and boundary designations of right-of-way corridors shall be determined by the authorized officer after a thorough review:

- (b) Environmental impacts on natural resources including soil, air, water, fish, wildlife, vegetation and on cultural resources.
- (c) Physical effects and constraints on corridor placement or right-of-ways placed therein due to geology, hydrology, meteorology, soil or land form.
- (d) Economic efficiency of placing a right-of-way within a corridor, taking into consideration costs of construction, operation and maintenance, and costs of modifying or relocating existing facilities in a proposed corridor.
- (g) Engineering and technological capability of proposed and existing facilities.

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(h) Social and economic impacts of the facilities on public lands users, adjacent landowners and other groups or individuals.

Page 2-7 of the "Kaiperowits Coal Development and Transportation Study" fails to cover these points. The data used are general totals of information for the whole Kaiperowits-Escalante-Zion-Bryce region. No inventories have been done and no data collected for the described routes. It is impossible to determine impacts on a specific area from this approach. The study does not present alternatives and it does not describe the impacts any proposed development would involve. Since there are no applications for corridors, the study describes no specific need or proposal.

Designated transportation corridors would not be 10 to 15 miles wide as described. Typical existing corridors are less than 300 feet wide. The BLM falsely states the potential for corridor designation and the amount of land the corridor would occupy. BLM should apply each of the required criteria when considering transportation corridors in the wilderness study. We ask that the BLM describe how these criteria have been used as well as which have not been used.

A majority of the corridors proposed could be served with existing rights-of-way. The BLM fails to describe the current rights-of-way, their present use, their capacity and the feasibility of using them for additional facilities. Common sense requires such an evaluation.

We recommend that the BLM drop transportation corridors as a wilderness conflict in the EIS unless the analysis described above is performed.

SECTION 2.5 INTERIM MANAGEMENT OF WILDERNESS CANDIDATE LANDS

The Secretary of the Interior has stated before Congress that no area will be recommended unsuitable because of interim management actions. The BLM has circulated a memorandum implementing this Secretary's pledge. We request that this memorandum be included in the DEIS.

The issue is an important one because in Utah, despite the Secretary's promise to the contrary, the BLM is making unsuitability recommendations on the basis of activities allowed in Wilderness Study Areas under the Interim Management Policy. In some cases the BLM directly recommends the area unsuitable because of the actions (a trespasser road on Mt. Ellen, for example). In other cases, the BLM recommends the area unsuitable

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for other reasons but the recommendations clearly coincide with interim management actions (range projects in Fiddler Butte, for example).

Clearly, BLM-authorized activities within candidate wilderness areas is a significant issue and has affected the final recommendations. We request that the BLM include information on the location (with a map) of any activity which has occurred within wilderness areas since 1976. We request that the information include a description of the activity, its current status, and the activity's effect on wilderness values. This information exists and is not expensive to produce.

SECTION 2.6 BLM WILDERNESS BOUNDARY SETBACKS

In Volume 1 of the DEIS, the BLM makes an assumption which sets back the potential wilderness boundary from 30 to 300 feet from the current boundary. The BLM assumes that a "maintenance-and-use border" would be allowed along roads adjacent to or "charrystemmed" into the wilderness area for purpose of road maintenance, temporary vehicle pull-offs, and trail head parking.

The problem with this assumption is that it automatically deletes thousands of acres of land from wilderness protection with no comparison of the wilderness values lost to the convenience gained. Often, this kind of boundary change would exclude scenic cliffs and streams. For example, moving the boundary 30 feet from the side of the Burr Trail would exclude the 400-foot vertical sandstone canyon walls from the wilderness area.

The BLM plans to determine the amount of the setback "during preparation of official wilderness maps and boundary descriptions required subsequent to wilderness designation." This process would occur without public review or environmental analysis. We argue that this blanket deletion of wilderness areas violates the wilderness study policy and the requirements of the National Environmental Policy Act.

The appropriate time to consider boundary changes is in the land use and wilderness study process. The BLM cannot defer this significant federal action to some later ancillary process that will occur outside the regular decision process, outside the environmental laws and without public scrutiny.

The BLM needs to include maps showing planned boundary alterations. There needs to be for each area a description of the boundary change proposed, the conflict resolved, and the

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wilderness values lost with the deletion. The BLM should also consider moving the boundaries of areas out to the edge of human intrusions. Often, boundaries are as much as 10 miles from the nearest significant human impacts. The boundary of Muddy Creek WSA, for example, is miles from the distant dirt roads which form the first human impact surrounding the area. The boundary changes the BLM needs to consider are described in the comments on individual areas.

The Utah Wilderness Coalition asks the BLM cite its legal authority for its actions on boundaries and setbacks. The DEIS gives no description of how or why the BLM established this procedure.

2.7 STATE LAND EXCHANGES

Following is a report regarding the Utah State Lands and Forestry Board which manages many of the state lands proposed for exchange when the area is designated wilderness. Several newspaper articles incorrectly reported the recommendation of this body. The report is repeated here to reconfirm the state's continued support for an exchange of state and BLM lands.

"The organization responsible for managing state school sections, the Utah State Lands and Forestry Board, held its regular meeting on July 10, 1986, in Logan. Part of the meeting involved the BLM wilderness issue; the complete agenda is attached.

"Two Cache Group Sierra Club members, Karen Krogh and Al Stevenson, attended this meeting. They report that:

--The Board will not oppose wilderness on Utah's BLM lands. At the same time they will not endorse or reject any particular proposal or resolution regarding this issue. They will, however, directly oppose any bill that does not include provisions for resolving inholding problems. The Board also straddled the no 'anti-wilderness' resolution, similar to the State Legislature's May resolution, has been considered or adopted.

--When a bill or proposal is finalized, then they will work on a case by case basis to deal with inholding conflicts.

--Until any concrete action is taken on the BLM wilderness issue, the Board will reserve all rights in the management of their lands.

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--The Board officially supports Project BOLD as the best way to facilitate inholding transfers and trades with the Federal Government.

--If and when an exchange occurs, the Board may ask for other lands in other WSAs or maybe even other wilderness areas even though this may not be possible.

--The Board feels that the Department of the Interior has not been very eager to address the inholdings issue.

--The Department of the Interior has proposed three methods for resolving the inholdings problem. These methods are:

- (1) A gift from the state to the federal government;
- (2) An exchange involving other federal lands;
- (3) A direct purchase of the inholding itself.

"The BLM has indicated to the Board that sufficient funds will probably not be available for all of the required purchases. The Board rejected the first method."

2.8 INSTANT STUDY AREAS

BLM Wilderness Suitability Recommendations

Several years ago, without any public review or environmental analysis, the Bureau of Land Management made to the Congress wilderness recommendations called Proposal 1. The BLM makes a comment about these areas in the DEIS, Volume 1, page 11. The DEIS claims that four Instant Study Areas (ISAs) were recommended unsuitable for wilderness designation. The DEIS incorrectly listed Link Flats as one of those areas. The current BLM recommendations cover the Bookcliffs, Devil's Garden, Joshua Tree, Escalante Canyon Tract 1. The BLM has made no study or recommendation for Link Flats. The BLM should describe the land use planning process that will be used for wilderness study for the area.

Members of the Utah Wilderness Coalition have been involved in each stage of the BLM wilderness review since the passage of FLPMA. We received from The Wilderness Society a BLM recommendation calling for four Utah Instant Study Areas to be

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designated nonwilderness. The Utah Wilderness Coalition supports wilderness designation for three of the four ISAs in proposal (Joshua Tree, Escalante Canyon Tract 1, and Devil's Garden). These areas offer exceptional wilderness values and are an integral part of larger roadless areas that also qualify for wilderness designation.

We requested that these comments be considered in making a recommendation to Congress. The BLM has never responded to these comments or to our request. We are not aware of any record the BLM has of the wilderness study process, the analysis of impacts, and the use of public comments in the recommendations for these areas. We argue that the wilderness study policy requires that the wilderness recommendations be made as part of the land use planning process. We request that the agency provide the public information describing how the agency met the study policy and fulfilled NEPA requirements.

The BLM wilderness recommendation for ISAs shows confusion in the process of environmental analysis, wilderness study and public participation. The Utah Wilderness Coalition never received notice from the BLM announcing a public comment period or announcing an environmental analysis process. The BLM's proposal to the Congress suggests that "detailed wilderness reports and accompanying documents" are available. But the BLM has yet to provide any information aside from the intensive wilderness inventory dated January 17, 1980. In 1980, we asked for copies of all additional documents and of the administrative policies that guide instant Study Area wilderness recommendations. None was provided. We request that this EIS provide that information.

The wilderness recommendations cover only a few of the 11 Instant Study Areas in Utah. Even here, the BLM commonly chose to designate only a small core of a much larger natural area. Three of areas described in proposal 1 are parts of larger roadless areas. (Table 1 shows ISAs, the adjoining roadless areas and their current wilderness study status.)

The wilderness inventory policy requires the BLM to consider natural areas in conjunction with contiguous roadless land in its recommendations. The BLM seems to have followed this policy with the Escalante areas (The Gulch, North Escalante Canyon, Phipps Death Hollow) which it wanted to retain in the wilderness review. But the agency seems to have freely violated this regulation with other areas that it wished to eliminate--wholly or in part-- from the review: Link Flats, Devil's Garden, Joshua Tree, Grand Gulch, Dark Canyon, and the Escalante Tracts.

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With little explanation, the agency places ISAs which are recommended for designation in the statewide wilderness EIS. Areas that are recommended for nonwilderness are simply dropped from the statewide EIS. This pattern shows an obvious bias in the review process.

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Utah Instant Study Areas				
	Adjacent Roadless acreage	Total Areas	Total Qualifying Acreage	BLM's proposed acreage
1. Bookcliffs Natural Area	400	one	14,400	400
2. Grand Gulch Primitive Area	40,000	seven	129,520	105,520
3. Link Flats Natural Area	792	one	110,000	31,400
4. Dark Canyon Primitive Area	74,317	ten	136,717	68,030
5. Devil's Garden Natural Area	640	one	59,431	46,711
6. Joshua Tree Natural Area	1,040	one	16,400	1,040
7. North Escalante Canyon Nat. Area	5,800	one	119,725	119,725
8. The Gulch Natural Area	3,430	(combined with N. Escalante)		
9. Phipps-Death Hollow Natural Area	34,300	one	42,731	42,731
10. Escalante Tracts				1,160
11. Paris Canyon Natural Areas	27,515	six	46,799	46,799

Table 1

Note: The BLM identified five tracts which about Glen Canyon National Recreation Area as Instant Study Areas. The BLM has no record of recommendations for tracts 2, 3, and 4. A part of the qualifying area has been designated wilderness.

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The BLM has demonstrated no consistent method of making wilderness recommendations on Instant Study Areas. For each of the four areas considered in this current proposal, the BLM ignored the adjacent BLM roadless areas in the wilderness inventory. For other areas recommended as suitable, adjacent roadless areas were considered. For example, the Grand Gulch Primitive Area comprises 40,000 acres. The area proposed for wilderness designation includes the primitive area and adjacent roadless lands which total 105,520 acres.

The Utah Wilderness Coalition argues that the BLM violated the inventory policy on these four areas by separating the adjacent roadless lands from the instant study area. By separating these areas from adjacent roadless lands, the true roadless acreage of the area is misrepresented and its values understated. The BLM uses the reduced size of the areas to conclude that the wilderness qualities are insufficient for wilderness designation. Had the full areas been considered--as they should have been--the BLM could not possibly have justified a nonwilderness recommendation for Joshua Tree, Devil's Garden, and Escalante Tract 1.

The DEIS should explain what has happened to these areas. Several ISAs are no longer shown under study by the BLM. There were at least five tracts designated as outstanding natural areas surrounding Glen Canyon NRA. The current status of each of those five needs to be described. Only one is found in the DEIS, Tract 5. Were there more than five at one time? It would be useful to know what happened to them in the wilderness review. We request that the BLM provide a map, acreage, and status information for each instant study area in Utah.

Detailed comments on each ISA and surrounding wildernesses is found in the specific area comments. In the case of Link Flats, two roadless areas, Devil's Canyon and Muddy Creek cover parts of it. Devil's Garden is commented on in the Cercos Canyon comments. All the others are commented on by name.

2.9 WILDERNESS INVENTORY PROBLEMS

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The UWC's comments on individual areas will detail the specific inventory problems for that area. This section discusses UWC's reading of the agency's inventory policy and the ways we believe the BLM violated error in the application of that policy or simply violated it.

The inventory was divided into two parts. The first part, the initial inventory, was to determine which areas might possess

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wilderness qualities and which areas clearly and obviously lacked wilderness characteristics.

The second part, the intensive inventory, was supposed to determine the ability of a roadless area to provide opportunities for wilderness-grade recreation and solitude. The boundaries of the inventory areas were drawn to exclude significant human impacts and include as much natural land as possible. The intensive inventory is the part of the study process through which wilderness study areas were identified.

The Initial Inventory Regulations

What follows is a detailed explanation of the regulations that apply to the initial inventory. The UWC's area-specific comments will refer to these. (The Sierra prepared this information for the BLM on July 30, 1983.)

In 1976 Congress passed legislation that altered the Bureau of Land Management's policies. In converting from the Grazing Service to the Bureau of Land Management, the BLM retained the Grazing Service's goal to promote cattle and sheep grazing on public lands. In the past, mineral development was seen as the best use for these arid desert lands. The legislation passed in 1976, the Federal Land Policy and Management Act (FLPMA), recognized that these lands, largely unknown to most Americans, possessed some of America's finest rivers, mountains, canyons, and wildlife habitats. FLPMA sought to balance protection of these public lands with development and grazing.

Especially in Utah, a majority of local officials, grazing interests, and mineral development interests had come to view their use of public lands--the dominant use--as a legal right. Most of the career staff in the Utah BLM shared that view and managed BLM lands accordingly.

One of FLPMA's strongest mandates was wilderness review and protection. Between 1964 when the Wilderness Act passed and 1976, not one acre of BLM land in Utah was recommended for designation as a wilderness area. In some cases, BLM staff recommendations were suppressed and delayed.

Under FLPMA, the BLM was required to review all its public lands and recommend to Congress which should be designated wilderness. FLPMA gave the agency until 1991 to complete this task. The present administration is accelerating the process.

Three stages were identified for this review. The first stage,

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the initial inventory, was to identify lands which "clearly and obviously lacked wilderness characteristics" and drop them from further review. The second stage, the intensive inventory, was meant to assess the wilderness characteristics (size, naturalness, opportunities for solitude, and wilderness activities) and establish wilderness study areas (WSAs). The last stage, the wilderness study, evaluated future development potential (minerals included) and wilderness values of the WSAs.

From this evaluation the BLM would recommend which study areas were suitable for wilderness designation.

A major difference between the Forest Service Roadless Area Review and Evaluation (RAREI and RAREII) and the BLM's wilderness review is the requirement imposed upon the BLM to protect lands during study. The Forest Service, by contrast, was not required by law to prevent human actions that would adversely affect the values, and eventually the designation, of lands now natural. In each stage the BLM is required by law to protect the wilderness values of lands still under wilderness review.

This was how it should have happened, but it didn't. The purpose of this report is to describe what went wrong and why. The Utah BLM deliberately deleted as much land as possible from wilderness review to arrive at the amount of wilderness that was seen by them as "politically realistic." Approximately 3,300,000 acres were dropped in direct violation of the agency's own policies. The Sierra Club has filed administrative appeals contesting the BLM's decisions on around half of that acreage.

In October 1983, the BLM had 3,100,000 acres under wilderness study. Of that 3.1 million acres, 538,480 acres were added back to the wilderness study as a result of administrative appeals filed by 13 environmental organizations, including the Sierra Club.

These many administrative appeals reveal errors in the Utah BLM application of the wilderness inventory. In cases where the judgment of the agency is challenged, the Interior Board of Land Appeals (IBLA) consistently rules in favor of the agency. In an appeal which the Sierra Club won, Administrative Judge Harris said:

As we have stated many times, BLM's subjective judgment concerning the outstanding opportunity criterion is entitled to considerable deference, and an appellant seeking to substitute its subjective judgment for that of the BLM has

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a particularly heavy burden to overcome that deference. (62 IBLA 272)

Where the IBLA decided against the BLM, overwhelming evidence was needed. As the appeals are explained, a theme of error common to many wilderness inventory units is found. These errors represent serious deviations from the agency's wilderness review policy.

Utah is the only state where so many appeals were filed in which the BLM was found in error. As explained earlier, approximately 3.3 million acres were dropped from the wilderness review through policy violations. Not all of that acreage was appealed. There are several reasons for this.

Administrative appeals require much field work, documentation, and legal assistance to be completed in a short period. With the volunteer help available, we were only able to appeal the decisions on 30 out of the 195 inventory units in the intensive inventory. 43 more inventory units should have been appealed.

Violations also occurred in the initial inventory and, with the exception of some accelerated inventories, no administrative appeals were filed. The BLM used several methods to reduce the chance of an appeal. Even though conservationists sought them, the BLM did not provide key agency regulations until it was too late to appeal. These key regulations, Organio Act Directive No. 78-61, Change 2, were never available to conservationists until the opportunity to protest had already passed.

The second method BLM used to prevent public participation the initial inventory was to suppress its rationale behind its recommendations. The document sent to the public in the initial inventory covered more than 950 inventory units in 115 pages. The map given to the public reduced the whole state to a single sheet on the scale of seven miles to the inch. Each initial inventory unit description consisted of three or four lines of text with no acreage listed.

To adequately comment on the initial inventory, the public needed to know the exact boundaries of the unit, the location of identified human impacts, and the BLM's assessment of wilderness characteristics. None of this could be obtained from the single map or the public booklet. The public had to read each file in the BLM's office to find this information. Since the initial inventory, the Sierra Club has researched those files and recorded the inventory's errors. In the description of the inventory violations for each unit, both the errors in the initial and intensive inventory are described.

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The last part of this report describes the Utah BLM's wilderness study. When the first wilderness study recommendations appeared, BLM found 1.3 million acres suitable for wilderness designation out of its 22,058,121 acres in Utah. This amounts to 2.5 percent of the State of Utah.

In a recurring manner, many of the wilderness study policies were violated in dropping part and all of some areas from the agency's wilderness recommendation. In some cases, the BLM had no reason and they argued that there was already enough wilderness being recommended. The importance of minor potential developments was exaggerated. For example, the BLM recommended one WSA which abutted Zion National Park as unsuitable because of a proposed garbage dump and 1/4 mile of pipe to a spring. The BLM found mining claims to be management problems even though those claims were invalid in most cases. Off-road vehicle management was used by the BLM to justify dropping other areas. And the Cedar City District invented a rating system in which only a select percent of the qualifying areas was recommended as suitable.

Throughout the accelerated wilderness study, inconsistency is found. In adjacent areas, one suitable, the other unsuitable, the same resources and conflicts produced opposite conclusions.

The wilderness review began in 1979 three years after the passage of FLPMA. The first step was the initial inventory. Guiding policies for the inventory are described loosely in the Wilderness Inventory Handbook and more specifically in the Organio Act Directive No. 78-61, Change 2:

The intent of the initial inventory is to utilize existing or readily available information to distinguish lands which clearly and obviously lack wilderness characteristics from those that may possibly contain wilderness characteristics.

(OAD 78-61, Change 2 page 2)

The BLM grossly violated this intent in delating more than one million acres of natural BLM land. Several of the policies were violated in making the deletions. Each of those policies is described here and given a letter. These policies and their identifying letters will be shown in the area descriptions. Unless otherwise described, all quotations are taken from the cited Organio Act Directive OAD 78-61, Change 2.

A.(I)f valid doubt or question is raised by the

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public or by BLM, then it is not clear and obvious that characteristics are lacking. If any valid doubt exists, an inventory unit goes into intensive inventory.

For example, it may only take one comment to establish valid doubt if it correctly points out that a situation evaluation rationale has used erroneous criteria, or has incorrectly applied criteria, or the situation evaluation content does not substantiate the proposed decision.

Many times, conservationists included detailed descriptions or photographs directly refuting the BLM proposal. The BLM said no new information was provided that altered the decision, even though the evidence presented proved the BLM in error.

B. It was intended that the initial inventory decision would be primarily based on size, roadlessness, and naturalness.

In large natural areas, some bordering National Parks, the BLM dropped these areas solely on a false assessment of opportunities for solitude.

C. Roads, including "cherry stems" (dead-end roads), form the boundaries of inventory units.

The WIA also states that non-BLM lands and large bodies of water are used for inventory unit boundaries. The definition of road is explicit and clearly established by numerous administrative appeals. A road must have "been improved and maintained by mechanical means to insure relatively regular and continuous use." Documentation of improvement and maintenance is required.

The BLM divided units freely in order to more easily drop them. Many early areas were classified as "roads" and used as dividing boundaries even though these routes didn't meet the criteria.

D. An overly pure approach to assessing naturalness must be avoided. Apparent naturalness refers to whether or not an area looks natural to the average visitor who is not familiar with the biological composition of the natural ecosystem versus man-effected ecosystems in a given area. Caution must be used in assessing the impact on naturalness that relatively minor imprints of man create. This policy is based on recent congressional comment on the "purity" issue.

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Numerous examples will be given showing where the BLM exaggerated the significance of minor impacts.

E. When major imprints of men, which are substantially noticeable, are located within a roadless area, consideration must be given to adjusting the unit boundary to exclude that imprint of man.

In several units, the BLM used single, isolated intrusions to justify dropping the whole unit. Boundary changes were not always considered.

F. When a boundary adjustment is made due to imprint of man, the boundary should be relocated on the physical edge of the imprint of man. When this is not possible, the boundary should be a legal description. In this case, the boundary must eliminate the imprint of man and as little adjacent land as possible.

With no rationale as to why compliance with this policy this was not possible, the BLM deleted major parts of units, such as Indian Creek and Lockhart Beech.

G. The division of roadless areas into two or more units may only be done in exceptional situations and is acceptable only if the integrity of the wilderness characteristics contained within the area are not compromised and where such a division would not affect the final decision of whether wilderness characteristics are present in any portion of the roadless area.

H. "Outstanding opportunity for . . ." criterion (the subjective and highly debatable outstanding opportunity criterion) suggests that in most instances an area would have to be subjected to intensive inventory if it meets the size and naturalness criteria and has any opportunity for solitude. However, if existing data and public review confirm that an area clearly and obviously lacks an outstanding opportunity for both solitude and primitive and unconfined recreation, there will be no need for the area to be subjected to intensive inventory.

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The BLM was required to provide data to substantiate decisions on outstanding opportunities. Where areas were dropped in initial inventory because of wilderness activity opportunities, no staff reports, field work, or public comment offer objective date.

In the case of Indian Creek, the BLM staff environmental biologist reported values and area naturalness refuting the BLM decision. Large portions of the unit were dropped with the staff conflict left unexplained.

In addition to these problems, the BLM violated several critical requirements on all initial inventory units. It was required to produce maps of "at least 1/2-mile scale to serve as a working map for the public." The map the BLM produced was on the scale of seven miles to the inch and made specific identification of boundaries impossible. With few exceptions, the BLM does not have these maps for inventory units in Utah.

Initial Inventory Violations:

- A. Incorrectly, BLM dropped units where valid doubts questioned the BLM recommendation;
- B. False assessments were made of solitude and recreation;
- C. Boundaries didn't follow "roads" and nonpublic lands;
- D. The BLM used an "overly pure" assessment of naturalness;
- E. The BLM failed to consider boundary adjustments to exclude significant impacts;
- F. Boundaries were not adjusted to be immediately next to human impacts;
- G. Study units were improperly divided in ways that effected the BLM decision regarding the units; and,
- H. No evidence supports BLM's determination on solitude or opportunity for wilderness activities.

Intensive Inventory Policy DecisionsApplication of Administrative Appeal Decisions

On April 18, 1983, the Interior Board of Land Appeals (IBLA) published decisions on an administrative appeal concerning 29 wilderness inventory units in Utah. Conservationists could

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not appeal every case--and were limited to those for which they had comprehensive information and the resources to appeal. But the decisions involved arguments that applied to areas not appealed. Problems in the intensive inventory were not limited to those 29 areas.

If many of the decisions described in 72 IBLA 125 were applied to additional areas, many more areas would have been added for wilderness. Each of those decisions and the additional areas where they apply will be presented.

1. The BLM deleted areas from wilderness study by cherry-picking vehicle ways.

IBLA Decision: Cherry-picking applies to roads but not to vehicle ways. (72 IBLA 149)

2. The BLM concluded that portions of units lacked naturalness in their entirety because of a few separated impacts.

IBLA Decision: "It does not appear that the BLM explored the possibility of eliminating the imprints by boundary adjustment." In this case, the map showed considerable distance between impacts. IBLA concluded that the record does not support the BLM conclusion that the area lacked naturalness. (72 IBLA 152)

3. Incorrectly, the BLM used other adjoining agency wilderness to determine BLM wilderness study area boundaries. This amounted to making a comparison of wilderness values with other values, which is prohibited during the inventory.

IBLA Decision: "Appellants' statement concerning comparisons is correct." (72 IBLA 163)

4. The BLM failed to present evidence that the impact of outside sights and sounds affects solitude.

IBLA Decision: The BLM record contains no evidence that these outside impacts are "extremely imposing" because of the narrow configuration of the unit. (72 IBLA 131)

5. Incorrectly, the BLM required that dense screening from topography or vegetation is required to have outstanding opportunity for solitude.

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IBLA Decision: In assessing opportunities for solitude, "consideration must be given to the interrelationship between size, screening, configuration, and other factors that influence solitude." (72 IBLA 134)

6. The BLM falsely concluded that solitude was not outstanding because "an aggregation of canyons is only as outstanding as its lowest common denominator member of canyon or canyons."

IBLA Decision: "This statement is wrong." (72 IBLA 156)

7. In violation of the inventory regulations, portions of units were dropped because the BLM alleged that portions of the unit lack outstanding opportunities for solitude.

IBLA Decision: "Even if this area does not independently possess outstanding opportunity for solitude or a primitive and unconfined type of recreation, it still may be made part of the WSA because a unit is not required to possess outstanding opportunities in all areas of the unit." (72 IBLA 174)

8. The BLM exaggerated the effect of state sections in assessing opportunities for wilderness recreation and solitude.

IBLA Decision: "The mere presence of the State sections does not necessarily justify the conclusion that 'a very congested and narrow boundary area has been created.'" (72 IBLA 176)

9. Erroneously, the BLM concluded lack of access makes wilderness activities less than outstanding.

IBLA Decision: OAD 78-61, Change 3, states that excess considerations should not dictate the assessment of the opportunities for wilderness activities. (72 IBLA 132)

10. Falsely, unit size, lack of water, topographic diversity or challenge were alleged by the BLM to restrict hiking, making wilderness activities less than outstanding.

IBLA Decision: the absence of water is not a valid basis for concluding that wilderness activities are not outstanding. Moreover, a challenge is not necessary in order to have outstanding opportunities. It is difficult to determine how 'unit size' affects these opportunities given the unit large size

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(18,000 acres for Dugway Mountains). (72 IBLA 134)

11. BLM failed to assess the diversity of wilderness activities.

IBLA Decision: Wilderness activities may be outstanding either through diversity in their number or because one activity is outstanding. (72 IBLA 135)

12. BLM argues that unique geologic, archaeological and biological activities are supplemental values and do not need consideration with wilderness activities.

IBLA Decision: "Clearly those items set forth under the supplemental values section for this unit should have been considered under recreation." (72 IBLA 136)

13. BLM failed to consider scenic vistas in the assessment of wilderness activities.

IBLA Decision: It is unclear whether direction to consider scenic vistas was communicated to BLM as a policy directive. However, BLM may consider scenic vistas in the assessment of the remanded units.

14. The BLM incorrectly deleted large natural areas from wilderness study through a special exception to the wilderness inventory policy. The BLM argued that these areas had a "high degree of character change within the unit."

IBLA Decision: In cases where the BLM record failed to support the BLM's conclusion, the unit was remanded.

Additional areas where this applies but was not appealed:

Unit name	Unit number	Deletion	Original size
Mexican Mountain	UT-060-054	40,000	104,000 acres
Devils Canyon	UT-060-025	15,000	24,050
Parunuweap Canyon	UT-040-230	4,000	47,696

15. There was inconsistent application of criteria for opportunities for solitude and wilderness activities.

IBLA Decision: The BLM argued that military overflights impacted

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(cont.)

(72 IBLA 132)

16. Conservationists submitted evidence of physical factors which the BLM record fails to consider in its assessment. The BLM considers this evidence "mere differences of opinion."

IBLA Decision: "In this case (Mt. Ellen's solitude) it is unclear from the record whether BLM considered all the necessary factors. If it had, and the record revealed that it had, then appellants' contentions could be explained as differences of opinion. Rather than differences of opinion, it is apparent that appellants have pointed out physical factors which the record fails to reveal were considered by BLM in its assessment."

17. The BLM incorrectly divided units upon alleged topographic differences within the unit to facilitate deletions.

IBLA Decision: Unit may be divided "as long as all of the qualifying area is inventoried and the wilderness integrity not compromised." (72 IBLA 161)

18. Failure to record BLM staff disagreements led to deletions. These disagreements led to different wilderness study recommendations.

IBLA Decision: Appellants have established that BLM failed to include a narrative explanation of the changed recommendation as required by OAD 78-61, Change 3 at page 1.

19. A BLM employee with conflict of interests participated in decision making.

IBLA Decision: "Mr. Webb's (the BLM employee) failure to disqualify herself is highly questionable at best."

OR-1.65
(cont.)BLM Violations in Intensive Inventory

1. Incorrectly cherrypicking vehicle ways.
2. BLM exaggerated extent of human impacts. Boundary adjustments abused by BLM.
3. Development of adjoining agency wilderness study incorrectly used by BLM.
4. Erroneously, outside sights and sounds were alleged by BLM to impact solitude.
5. BLM confused outstanding screening with solitude.
6. Wilderness values were limited to the values of the "lowest common denominator."
7. Portions of units were dropped because they lacked solitude.
8. BLM exaggerated the unit's configuration on solitude and recreation.
9. Incorrectly, BLM found lack of excess makes wilderness activities not outstanding.
10. Activities not outstanding because of a lack of water, or small unit size.
11. Failed to assess the diversity of wilderness activities.
12. Failed to consider supplemental values in assessing wilderness activities.
13. Failed to consider scenic vistas in assessment of wilderness activities.
14. Deletion of area with wilderness values using Director's exception to regulations.
15. Inconsistent assessment of wilderness activities and solitude.
16. Conservationist evidence not considered by BLM in inventory.

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(cont.)

- 17. Units incorrectly divided and later deleted from wilderness inventory.
- 18. BLM staff disagreements affecting inventory decisions not documented.
- 19. BLM employee with conflict of interest participated in inventory decision.

SECTION THREE
COMMENTS ON SPECIFIC RESOURCES

This section assesses the manner in which the DEIS treats individual resources. We focus on two broad topics--minerals and economics--but offer comments on wildlife and cultural resources as well.

Our general concern is that DEIS exhibits an overall bias against wilderness values. Rather than offer a line-by-line critique of the DEIS, we have attempted a broad survey of the DEIS to carefully define the central issue: does the DEIS objectively compare the environmental consequences of the alternatives? We believe that it does not; that benefits from wilderness designation are consistently downplayed and benefits from resource development are exaggerated. This seriously limits the usefulness of the comparison of alternatives, and prejudices the decisionmaker against wilderness. The entire DEIS analysis should be revised to ensure objectivity and accuracy.

I. Mineral Resources

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A major failing of the DEIS is its use of outdated and incomplete information on mineral resources in wilderness study areas. This information is used to draw highly conjectural and inappropriate conclusions about the resources that would be foregone if the study areas were classified as wilderness. BLM evidently uses such conclusions to exclude numerous areas of outstanding wilderness quality from its wilderness recommendation.

A revised DEIS should be issued that uses the most current data on resource availability and economics, to arrive at supportable scenarios of how much mineral resources could actually be extracted from WSAs under foreseeable conditions of demand. These data should then be evaluated in light of opportunities to produce those resources from other areas of Utah and the nation that are less sensitive to environmental disturbance.

The DEIS should carefully distinguish between deposits of minerals and resources or reserves of those minerals. The terms are not equivalent. Although substantial deposits of minerals may exist under certain WSA's, in most cases those minerals do not constitute an economically minable resource. As such, they do not represent an opportunity cost of wilderness designation;

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that is, society does not suffer the loss of a resource if the area is designated wilderness.

The confusion of deposits and resources is a serious flaw of the DEIS. Following are specific examples.

A. Tar sands

1. Summary

Utah's wild lands overlie substantial deposits of tar sands, which could theoretically produce huge amounts of petroleum products. The evidence is overwhelming, however, that these deposits will not be worked in the foreseeable future owing to severe economic, technological, and environmental problems unrelated to wilderness designation. Statements in the DEIS regarding tar-sand resources foregone owing to wilderness designation should accordingly be deleted.

2. Background--commercial infeasibility of tar sands

The only successful commercial-scale tar sand extraction and upgrading operations in the world is the Syncruda project in Alberta, currently operating under heavy subsidy from the Canadian government. The deposit contains more than 700 billion bbl (barrels) of oil, of which about 70 billion bbl are recoverable by surface mining methods. About 125,000 bbl/day are being extracted.

Utah's total tar sand resource is estimated at 28 billion bbl of oil, of which a similar percentage would be recoverable by surface mining. According to the U.S. Bureau of Mines (Report under Contract 30241129, The Production of Oil from Intermountain West Tar Sand Deposits, "...a 100,000 barrel per day plant would be the minimum economical plant capacity from oil extraction, upgrading, and refining operations." The report further states, "The magnitude of the ...operation required to supply tar sand feed to a 100,000 barrel per day plant almost boggles the mind....Such a mining operation would be about eighty-five percent of the size of the mining operation of the Kennecott Copper Corporation at their Bingham Canyon mine...the largest surface mining operation in the world."

If BLM believes that Utah tar sands constitute a developable resource, then the enormous environmental impacts of such an operation alone would justify a wilderness recommendation. But in fact, such an operation is not now feasible nor is it likely to be in the foreseeable future. Consequently, tar sands should

OR-1.67
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not be treated in the DEIS as a resource that would be foregone through wilderness designation.

The huge amounts of water required for tar sands operations are not available in Utah. According to Bureau of Reclamation studies done in the 1970's, Utah will have committed all but 107,000 acre-feet/year after all authorized BOR projects. Unperfected claims exist for 13,056,000 acre-feet, according to the Bureau of Mines report. Purchase of water rights as done for the Ipp generating plant would be required--presenting a severe economic roadblock to an already uneconomic venture.

The Bureau of Mines report concludes, "The economics of a tar sand oil production project are speculative. Unless the plant operates continuously near design capacity, losses will occur. Even with operations above design capacity only a modest profit can be expected."

A number of companies have attempted tar sand operations in Utah, including Arizona Fuels, Fairbrim, LDK, and Bingham Mechanical and Metal Products. All failed to be profitable.

In addition to the giant Syncruda project, the list of other failed tar sands projects is significant. Shell Canada's steam in situ project, Home Oil Company's 103,000 bbl/day venture, and the consortium project headed by Pacific Petroleum have all been terminated with no plans for reactivation. These projects were all based on Canadian tar sands, which are of far higher quality and quantity than the Utah deposits.

3. The DEIS overstates tar sands potential

The DEIS cites Ritzma (1979) as saying that 10-20% of bitumen can be recovered by in situ methods of extraction (DEIS, v. 1, app. 5, p. 328). Yet in the Fiddler Butte analysis (v. 4, p. 20 of Fiddler Butte WSA), the DEIS uses an in situ recovery factor of 30% to estimate recoverable reserves of hydrocarbon of 960 million to 1260 million bbl. In the table 5 summary (p. 19, Fiddler Butte WSA) a figure of more than 500 billion bbl is cited. The Fiddler Butte analysis is only one of many examples in the DEIS where tar sand resources have been overstated. BLM should apply reasonable criteria in a consistent manner throughout the DEIS when estimating hydrocarbon potential of tar sand deposits.

Furthermore, in situ methods have not been shown to be economically viable through actual commercial application.

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The DEIS does state in many individual area analyses (Fiddler Butte, p. 20; North Escalante Canyons, p. 24, for example) that tar sand development is unlikely, yet BLM inexplicably excludes parts of these areas from its wilderness recommendation, evidently on the basis of future tar sand development. Such areas should be made part of BLM's wilderness recommendation absent compelling reason to exclude them.

a. North Escalante Canyon/The Gulch ISA

OR-1.69

BLM proposes non-designation for 19,000 acres of this area based in large part on future conflicts with Circle Cliffs tar sands. In its analysis of leasable minerals, the DEIS correctly points out that development is unlikely because of the low quality of the deposit, the lack of water, and the limited accessibility of the deposit. In fact, the entire Circle Cliffs deposit is ranked by the energy industry as very low on the list of developable resources in Utah and the United States. According to a 1976 Bureau of Mines report (Glassett and Glassett, Eyring Research Institute),

"A number of factors discourage...mining of the Circle Cliffs deposit. By and large, the deposit is very lean...rich areas are widely scattered...it may not be feasible to recover the bitumen by in situ methods due to tar sand compaction, low porosity, and low bitumen content. The presence of considerable siltstone may interfere with both in situ recovery and bitumen-sand separation of surface-mined material...relatively high sulfur content is a significant deterrent to marketing...as a feedstock to refineries."

Wood and Ritzma, in a 1972 Utah Geological and Mineralogical Survey Special Study (#39), tested twelve Circle Cliffs deposits and found that "data indicate that the Circle Cliffs deposit is undesirable in at least three aspects when compared with Uintah Basin deposits. The tar sand is poorly saturated with oil, the oil is unusually heavy, and the oil contains a high percentage of sulfur."

The Glassett study also cites climatological factors, unavailability of water, and remoteness as negative factors, and concludes that "the Circle Cliffs deposit ranks next to lowest" among Utah tar sand deposits.

Given the apparent infeasibility of the Circle Cliffs deposits, one might wonder why conservationists fear they could be mined at all. Indeed, BLM seems to adopt a *laissez faire* attitude, evidently ascribing no adverse environmental cost to

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their failure to recommend wilderness for much of the area of the deposit. Our concern is that the deposit could be developed--with heavy government subsidy, as in Canada--or could be so intensively explored and tested in hopes of development that wilderness values would be lost. The public is placed in a double bind: the DEIS says, in effect, not to worry; tar sands will not be developed, yet the DEIS chalks up vast resources that would be foregone if the area were designated wilderness. This inconsistent treatment reflects the overall bias of the DEIS toward the production of commodities.

b. Fiddler Butte and French Spring-Happy Canyon WSAs

BLM recommends that two parts of these WSAs not be considered for wilderness designation, evidently in order to "avoid conflicts with potential tar sand development." (DEIS, v. 4, p. 12, para. 1 of Fiddler Butte analysis.) This runs counter to BLM's own analysis that the "probability of development is low due to topographic and economic constraints" (p. 20).

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Ritzma, in "Commercial Aspects of Utah's Oil-impregnated Sandstone Deposits" (1973) downgrades the Tar Sand Triangle deposits that underlie these two WSAs because "The area is exceedingly rugged and the deposit extends downward beneath an intricately dissected plateau. Access to exposed areas is difficult." The Bureau of Mines report (Glassett, 1976) concludes that "the deposit is quite lean," and states, "the relatively high sulfur content of the Tar Sand Triangle bitumen may be a significant deterrent to...development of this huge deposit." Its sulfur content is more than four times that of the Uintah Basin deposits. The report goes on to say that "The arid climate in the Tar Sand Triangle area is a major problem...reclamation...will be difficult if reestablishment of vegetation [now a Federal requirement] is required. The remoteness of the Tar Sand Triangle from a market...is another serious problem. It would be quite costly to transport...and quite costly to build a large refinery...near Lake Powell."

Despite the huge size of the deposit, the Bureau of Mines authors reported in a 1978 energy seminar that they rank the Tar Sand Triangle well behind the Sunnyside and Asphalt Ridge deposits in feasibility. The DEIS concedes that these WSAs can be exploited only by in situ methods, if at all. Because there has been no commercial demonstration of the economic viability of in situ tar sand recovery, the "conflict" with development of this resource should be disregarded as nonexistent. The DEIS should be revised to delete reference to such conflicts and BLM

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should add the entire affected WSAs to their wilderness recommendation.

4. Recommendations

Statements in the DEIS that portray tar sands as a potential commercial resource would be deleted or at least thoroughly qualified. Tar sands should be considered in comparing the impacts of the alternatives, because under no alternative would it be significant. Though in-place resources may be extensive, their commercial viability in the foreseeable future is nil, and no adverse effects on U. S. hydrocarbon availability can be expected to result from their inclusion in wilderness areas.

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B. Coal

1. Summary

Although extensive deposits of coal underlie some WSAs, the economic, technological, and environmental difficulties of mining make it unlikely that significant quantities could be mined from most areas, regardless of whether they are designated. The evaluation of coal resources in the DEIS should be revised to take these limitations into account.

2. The DEIS greatly overstates coal reserves in WSAs

Nowhere in the DEIS is the confusion of proven reserves and potential resources more severe than in the coal analysis. The DEIS inappropriately compares the two to conclude that under the All Wilderness alternative, "up to about 60 percent of the in-place coal resource...could be foregone." (DEIS, v.1, p. 51, table 17.) This is a wild exaggeration and is seriously misleading. The DEIS should use a much lower figure that accurately represents the very low potential of Utah WSAs to produce coal in the foreseeable future.

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It is not clear how BLM arrived at their 60 percent figure. According to table 29 (v. 1, p. 69), Utah WSAs contain a total estimated in-place coal resource of about 5,400 MM tons, including hypothetical and speculative resources. To yield a ratio of 60%, one must use a figure of 9,000 MM T for total Utah in-place coal resources. Such a figure is far too small. The U. S. Bureau of Mines, in "Resource Base of U.S. Coals--Western States (Circular 8693, 1975) uses a figure of 39,000 MM T for Utah bituminous coal reserves (not resources). Using this figure yields a ratio of less than 14 percent. But even this comparison exaggerates the significance of WSA coal resources. As the DEIS correctly points out, the 5,400 MMT of coal resources in WSAs "includes any possible resource that may be present based on geologic conditions," and hence the figure may be "substantially

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higher than those shown for proven reserves in the entire state" (v.1, p.69, table 29 footnote).

A meaningful comparison can only be drawn when WSA resources are compared to statewide resources, or reserves to reserves. To compare WSA resources (in effect, the most generous estimate) to statewide proven reserves (a much more limited estimate) greatly exaggerates the significance of the coal resource in WSAs.

The DEIS should be revised to include a proper assessment of the significance of the coal resources, using current estimates of economically recoverable proven reserves in WSAs. As we show in the following section, such an estimate would be far less than the alarming 60% figure used in the DEIS.

3. WSA coal resources are unlikely to be developed

Although Utah WSAs do contain large deposits of coal, these deposits generally are too remote from markets, too difficult to access, and present such extreme problems of mining and reclamation that few are likely to be mined in the foreseeable future. A much more complete analysis is needed in the DEIS to determine which deposits would most likely be mined, and under what conditions. Absent such analysis, there is no basis for concluding that the WSAs contain a significant economic resource. In most cases, wilderness designation would not impede the recovery of a significant coal resources.

Most WSAs with substantial coal deposits lie in one of three coal fields: the Kaiparowits, Book Cliffs, and Henry Mtns.

The Kaiparowits coal field underlies many WSAs in southern Utah and has a total of about 5.1 MM T of recoverable reserves (Keystone Coal Industry Manual, 1980). However, the field has not produced substantial quantities of coal owing to its remoteness, lack of railroad service, and rough topography (Keystone, 1980).

Mining would most likely have to be by longwall methods in most areas of the Kaiparowits field. Overburden thicknesses are generally too high for strip or underground mining (1000-3000 feet in the western part of the field, deeper in the east). Longwall mining would recover significantly less of the total resource. Moreover, coal quality is generally poorer than in many producing fields (ash contents of 13% and moisture contents of 18% are typical). This would further restrict coal recoverability.

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In the Book Cliffs field, several WSAs (Spruce, Flume, Floy and Coal Canyons) contain coal deposits. USGS investigations of Floy Canyon WSA, typical of these WSAs, indicate that the coal seams are too thin (less than 4.5 feet) to be economically recoverable.

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The Henry Mountains coal field has too many environmental limitations to make it feasible as a coal mining district: in addition to scarce surface- and ground-water supplies necessary for operations and reclamation, the arid climate and thin or nonexistent shale-derived soils pose severe reclamation difficulties. Additionally, the bison herd on Mt. Ellen presents special problems.

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The Alton coal field, adjacent to UWC's proposed Upper Paria wilderness, illustrates many of the problems inherent in developing southern Utah coal. Part of this field was designated unsuitable for strip mining by the U.S. Office of Surface Mining, owing to severe environmental constraints, including adverse impacts on visual resources, hydrologic impacts, and difficult revegetation. The latter problem is significant; Federal law prohibits surface coal mining in areas where native vegetation communities cannot be reestablished and maintained. Throughout southern Utah, but particularly in the severe climates and thin soils of wildland areas, revegetation may well be a fantasy.

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Virtually all Utah's coal production (12-17 MM T per year since 1980) has come and will continue to come from other lands not under consideration for wilderness designation. The DEIS should note this fact and place into a realistic perspective the coal underlying WSAs. For example, the impact summary in chapter 4 (DEIS, v.1, p. 129-130) should note that current levels of coal production in Utah could be maintained by mining non-WSA deposits for the indefinite future--on the order of 1,000 years.

The DEIS should also note that the market for coal has become very soft in recent years owing to declining growth in electricity consumption and other factors, and is likely to continue to decline. Even mines in the Powder River basin of Montana and Wyoming, where coal seams are many times thicker than in Utah and unit production costs are lower, are finding it difficult to sell coal.

We recognize that the DEIS cannot perform an analysis of economic trends in the coal industry; however, the DEIS can place Utah WSA coal deposits in a meaningful perspective. That perspective will show that designation of wilderness as UWC proposes will not measurably affect the availability of coal

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resources in Utah or the Nation.

4. Recommendations

Statements in the DEIS regarding coal resources foregone through wilderness designation should either be deleted or strictly qualified. Statements comparing hypothetical or speculative resources in WSAs to proven reserves should be corrected to make appropriate comparisons only. The DEIS should tabulate proven reserves in WSAs, evaluate the commercial feasibility of mining those reserves based on all nonwilderness factors, and assess their significance accordingly.

C. Oil and Gas

1. Summary

According to the DEIS, Utah WSAs contain an in-place resource of an estimated 950 million barrels (MMbbl) of oil and 5,700 billion cubic feet (BCF) of natural gas (v.1, p.51, table 17). The DEIS notes that 90 percent of this resource would be foregone if the WSAs were classified as wilderness (table 17, alternative 3)--an apparently serious impact that BLM uses to exclude areas from its wilderness recommendation.

The estimates of oil and gas potential in WSAs, however, are excessive, even using the BLM's own highly conjectural data. Applying the most generous (and probably unsupportable) assumptions to DEIS data gives total WSA figures less than half the BLM's estimates. Applying more realistic assumptions that take into account the likelihood of occurrence of oil and gas resources gives figures on the order of one-sixteenth of BLM's estimates. If economic, technologic, and environmental constraints were applied, the totals would be still lower.

BLM should recalculate its estimates of oil and gas resources in WSAs using reasonable assumptions, and display those calculations and its methodology in a revised DEIS. Total WSA resources should be placed into perspective by considering the likelihood of production and the presence of other resources in the State and the region.

2. The DEIS's summary figures are inexplicable

The DEIS does not indicate how the summary figures of 950 MMbbl oil and 5,700 BCF gas were derived. The DEIS simply refers to the SAI ratings but does not show how those ratings were used to come up with a total figures of WSA oil and gas resources. We attempted to reconstruct the summary figures using data found in the DEIS. Even using overgenerous assumptions, we could come up with figures no more than half of BLM's.

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We attempted to reconstruct the DEIS analysis as follows. Nineteen WSAs are felt by BLM to have a medium to high potential for oil and gas (table 30--v.1, p.70). These reflect SAI ratings of f2 or f3, according to the individual area analyses in vols. 2-6. WSAs with low potential for oil and gas should not be included in the calculation because of their low likelihood of producing oil and gas. Although BLM believes that 80 WSAs could contain oil and gas, the DEIS acknowledges that this is "very speculative for most WSAs" (v.1, p.129). Hence we restrict our initial analysis to those 19 WSAs BLM feels have a medium to high potential.

For each of the 19 WSAs with medium to high potential, the DEIS individual area analyses (vols. 2-6) list oil and gas resources typically in the 3-15 MMbbl range. This is based on the hypothetical projections made by SAI, multiplied by an assumed 30% recovery factor. Summing the high end estimates (that is, 15 MMbbl in most instances) for each of the 19 WSAs, we come up with a total potential resource of only 215 MMbbl oil and 1,488 BCF gas. This is about one-fourth of the summary figures given in table 17.

If each of the remaining 61 WSAs that have a low potential for oil and gas (that is, 80 minus 19) are arbitrarily assigned a potential resource of 3 MMbbl each (the high end of their range as defined by SAI), the totals come to about 400 MMbbl oil and 2,600 BCF gas--still less than half the summary figures listed in table 17.

The summary figures in table 17, then, are mystifying. Applying the most generous assumptions possible to BLM's own data produce totals less than half as great. Either BLM is applying totally different criteria not even hinted at (let alone explained and documented) in the DEIS, or the summary figures used in table 17 are gross exaggerations. This is a serious error; the summary tables are the basis for the important comparison of alternatives--part of what CEQ calls "the heart of the EIS."

3. The DEIS uses overgenerous assumptions

The DEIS further exaggerates the extent of oil and gas resources foregone through wilderness designation by failing to take into account two key factors: the likelihood of locating deposits and the feasibility of producing from those deposits. Hence, even the recalculated figures given above are far too high.

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a. Likelihood of occurrence

The DEIS bases its resource estimates, as near as we can tell, on only part of the SAI analysis--the "favorability" rating (f1-fu). That rating attempts to hypothesize the size of any oil and gas reservoir that could be found beneath a WSA. This rating does not take into account the likelihood of finding such deposits, for which SAI assigns a separate rating (c1-c4). Both ratings must be taken together to assess the likelihood of finding a resource of a certain size.

For example, the Paria-Hackberry, Mill Creek, and Death Ridge WSAs are all assumed to have a potential resource of 3-15 MMbbl oil, apparently based on their common f3 rating. However, the likelihood of finding deposits of this size ranges from low (c1) for Paria-Hackberry to high (c4) for Death Ridge. Mill Creek is of low-intermediate likelihood (c2). Clearly Death Ridge is more likely to contain oil; this fact should be considered in the analysis of potential resources. One might assign a subjective probability to each area, based on the SAI rating, and then multiply this figure times the hypothetical resources in that area, to derive an expected resources figure that would be fairly meaningful. (This is the basic statistical procedure of "expected outcomes.")

To illustrate the point, we use a subjective probability of c1=0.20, c2=.50, c3=.75, and c4=.90. These are probably generous. Multiplying these factors by the hypothetical resources found in each of the 19 favorable WSAs gives a total expectable resource of 60 MMbbl oil. This is one-sixteenth the figure BLM uses in table 17.

The point of this calculation is not to suggest that such numbers have any precision, but rather to point out the enormous discrepancy between using fairly reasonable assumptions and the BLM's unstated, but highly generous assumptions. Absent any explanation of BLM's figures, we can only conclude they are seriously exaggerated.

b. Problems with the SAI ratings

We examined drilling records in the vicinity of three representative WSAs to determine whether the SAI ratings themselves were reasonable. The utter lack of significant discoveries strongly suggests that the favorability ratings for these areas are too high, and hence are suspect for other areas as well.

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Our assessment focused on the Negro Bill Canyon, Mill Creek, and Behind the Rocks WSAs near Moab. The EIS states that "the potential for oil and gas within the [Behind the Rocks] WSA is believed to be moderate (f3) for Mississippian-aged rocks and lower for Pennsylvanian-aged rocks." (Vol. 5, Behind the Rocks analysis, p. 11; similar statements for Mill Creek and Negro Bill.) The DEIS further states that the best potential is in Mississippian-aged strata. This potential is based partially on the structural similarity of the WSAs to the Lisbon Valley area and partially on the proximity of past producing reservoirs in the Big Flat area. However, the Big Flat field was rapidly depleted and most authors agree that the Lisbon field is one of a kind; generalizations from these fields are not appropriate.

Over 70 wells have been drilled between and around the three WSAs within a radius of about 15 miles of the center of the three areas (see figure). Nearly half of the wells (35) tested Mississippian or older strata. Nine wells produced some oil, but only two are producing today. None of the 70+ wells had significant shows in or produced from Mississippian-aged rock. The nearest wells with good shows or production are all 5 miles or more west or southwest of the Behind the Rocks WSA. Each of these wells produced from or had shows in Pennsylvanian-aged strata.

The three WSAs were rated f3 based on the potential of the Mississippian limestones; however, none of the 70+ wells had shows, much less production, from the Mississippian. Therefore, based on actual drilling, the ratings appear to be high for these WSAs. To the extent that other WSAs are subject to similar discrepancies between the SAI ratings and actual drilling records, they should be revised as well.

4. Limitations on WSA production

The foregoing analysis does not take into account the technological, economic, and environmental constraints on oil and gas recovery. As we argue in the preceding sections of coal and tar sands, the DEIS confuses potential or hypothetical resources with proven reserves. A meaningful assessment of the significance of impacts from wilderness designation would take into account the difficulty of actually producing oil and gas from the WSAs. These constraints, which are unrelated to wilderness designation, would further reduce the resources foregone under wilderness designation. Many oil and gas deposits would never produce even without wilderness designation, because of difficult access, distance to markets, and small size of

OR-1.82

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Oil and Gas Well Holes Near 3 HLM WSAs
(Numbers indicate depth; underline shows
Mississippian or older rock. Table shows
nine wells with current or past production)



Well No.	Depth	Production
1	1000	Oil
2	1000	Oil
3	1000	Oil
4	1000	Oil
5	1000	Oil
6	1000	Oil
7	1000	Oil
8	1000	Oil
9	1000	Oil
10	1000	Oil
11	1000	Oil
12	1000	Oil
13	1000	Oil
14	1000	Oil
15	1000	Oil
16	1000	Oil
17	1000	Oil
18	1000	Oil
19	1000	Oil
20	1000	Oil
21	1000	Oil
22	1000	Oil
23	1000	Oil
24	1000	Oil
25	1000	Oil
26	1000	Oil
27	1000	Oil
28	1000	Oil
29	1000	Oil
30	1000	Oil
31	1000	Oil
32	1000	Oil
33	1000	Oil
34	1000	Oil
35	1000	Oil
36	1000	Oil
37	1000	Oil
38	1000	Oil
39	1000	Oil
40	1000	Oil
41	1000	Oil
42	1000	Oil
43	1000	Oil
44	1000	Oil
45	1000	Oil
46	1000	Oil
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53	1000	Oil
54	1000	Oil
55	1000	Oil
56	1000	Oil
57	1000	Oil
58	1000	Oil
59	1000	Oil
60	1000	Oil
61	1000	Oil
62	1000	Oil
63	1000	Oil
64	1000	Oil
65	1000	Oil
66	1000	Oil
67	1000	Oil
68	1000	Oil
69	1000	Oil
70	1000	Oil

OR-1.82
(cont.)

potential reservoirs. Low oil prices would further depress prospects for WSA production. It is therefore not reasonable to ascribe the "loss" of such resources to wilderness designation.

5. Discrepancies in the DEIS analysis

In attempting to reconstruct the summary figures listed in table 17, we performed calculations suggested in other parts of the DEIS as well. For example, on p. 71 of volume 1, the DEIS states that "the projected amount of oil in Utah BLM WSAs (total estimated in-place resource) is less than four-tenths of one percent of the projected U.S. proven and indicated reserves and 12 percent of the estimated Utah proven and indicated reserves."

Setting aside the question of whether it is appropriate to compare hypothetical resources to proven reserves, a few calculations show some serious discrepancies. U.S. proven and indicated reserves are given in table 28 as 30,770 MMbbl; 0.004 of this amount is 123 MMbbl--a fraction of the 950 MMbbl listed in table 17. Using the figure of 179.5 MMbbl of Utah proven and indicated reserves (table 28) times 0.12 gives a total of 21.5 MMbbl--much less than either figure. These discrepancies should be corrected and the most appropriate figure used throughout.

6. Conclusion--the misapplication of statistics

We have serious doubts about the use of any statistical procedure to estimate oil and gas resources in individual WSAs. Probably it is even unjustified to aggregate resources for WSAs statewide; the sample size is simply too small to permit meaningful analysis. USGS has made estimates of oil and gas resources in wilderness study areas aggregated throughout entire geological provinces, where the number of areas is large enough, and the geological conditions consistent enough to permit valid estimates.

However, since BLM is attempting to aggregate total oil and gas resources for Utah WSAs, they must use consistent and defensible procedures. The procedures BLM used are not explained in the DEIS, and our attempt to reconstruct them yields far smaller figures. Once a summary total is in print, it takes on a credence out of proportion to its validity; all qualification is quickly forgotten. This makes the entire oil and gas analysis meaningless and undercuts the DEIS as a basis for objective decisionmaking.

OR-1.83

8. Recommendations

The figures of 950 MMbbl oil and 5,700 BCF gas in table 17 of volume 1 should be deleted. All figures used should be based on reasonable assumptions and should state the confidence interval of the estimate and the methods used to derive them. Statements of resources foregone should be placed in perspective by comparison to equivalent Utah, regional, and U.S. figures. The likelihood of production from WSAs given technological, economic, and environmental constraints independent from wilderness designation should be assessed. Finally, the DEIS should consider alternative sources of production that would supply equivalent amounts of oil and gas, regardless of whether such alternatives are within the agency's jurisdiction.

D. Uranium

The DEIS identifies 22 WSAs as having potential uranium resources. Sixteen of those WSAs are either not recommended for wilderness or are partially recommended. Although it is not clear to what extent potential uranium resources are used to drop areas, uranium is not a significant resource in Utah WSAs, and should not be used to recommend against wilderness.

The DEIS estimates total reserves of uranium oxide in Utah WSAs as 70,343 tons (v.1, p.75). However, table 29 (v.1, p.69) gives the same total under the heading "total estimated in-place resources in WSAs (including hypothetical/speculative resources)," and qualifies this total as being "substantially higher than shown for proven reserves..." Here again is the confusion of resources and reserves; we presume the figure applies to resources only as there appear to be no proven reserves in any WSA.

The DEIS should take into account the currently depressed market for uranium. The SAI evaluations used by BLM are based primarily on USGS studies conducted for the Department of Energy under the National Uranium Resource Evaluation (NURE) and on the DOE report, An Assessment Report on Uranium Resources in the U.S. (1980). At that time there were considerably better prospects for uranium recovery in Utah at the then-current price of \$30/lb for uranium oxide. However, demand has fallen considerably with the apparently long term slackening of electric demand and the problems besetting the nuclear power industry. The current price of about \$15/lb appears likely to remain for some time or even go lower. The DEIS should take into account the probable infeasibility of uranium extraction in the remote, rugged WSAs and avoid statements about resources foregone under wilderness designation. Furthermore, costs of mining and enrichment have risen as higher grades of ore have been exhausted.

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The DEIS should also place Utah WSA uranium resources into perspective by drawing comparisons with much larger deposits currently being worked in other localities. Huge deposits of uranium ore, 10-20 times richer than Colorado Plateau deposits, have been opened in Australia and Canada. U.S. production is more likely to come from the lowest-cost uranium reserves in Wyoming and New Mexico, not Utah. It is certainly possible that foreign competition could effectively shut down domestic uranium production. As with so many commodities, this would be a function of economic forces having nothing to do with wilderness designation; to hold large areas of Utah wildlands open to mining simply on the prospect of their someday being needed would be speculative in the extreme.

Integrating economic considerations into the resource evaluation is required for a meaningful analysis. Indeed, the OIR (overall importance rating) is meant to include economic analysis (v. 1, p. 325, para. 3); yet the resource evaluation appears to be based solely on the favorability criteria in the SAI reports.

BLM evidently leaves WSAs out of their wilderness recommendation owing to speculative uranium resources. For example, 19,000 acres in the North Escalante Canyons/The Gulch ISA were left out, presumably because of uranium deposits. SAI rated this area 2+ because of uranium prospects and deposits along the east edge of the area near the Circle Cliffs. SAI notes that inferred and known deposits could be as much as a few hundred tons, but most of this material is currently not economic to extract. The 1981 USGS mineral resources report on the area (open-file report 81-559) concludes that the mineral and energy resource potential of the area is low. This is at variance with the high rating used in the DEIS (v. 3b, p. 25 of area analysis), which is based on a single "personal communication" from DOE. The DEIS gives no explanation why two published analyses of the entire area are passed over in favor of an unpublished analysis that lumps the 19,000 acres into the 1,126-square-mile Circle Cliffs Probable Resource Area. The DEIS analysis should be based on the published area-specific analysis instead of an unsupported generalization. On the basis of this example, the uranium resource evaluation is suspect and should be redone; areas dropped for reasons of supposed uranium conflicts should be reinstated to the wilderness recommendation.

E. Potash

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Utah WSAs are unlikely to be significant producers of potash because of much larger known deposits closer to transportation and markets. Statements regarding potash resources in table 17 of vol. 1 should be qualified to account for the low likelihood of development.

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OR-1.90
(cont.)

The Mill Creek WSA illustrates the difficulties of extrapolating geological inferences to statements of the significance of a resource. Potash is assigned a moderately favorable rating by SAI for both size of deposit and likelihood of occurrence. But the ratings do not take into account the depth of the potassium-bearing strata--at least 7,000 feet. Moreover, the deposit is likely to be relatively small--1 to 10 tons of in-place resource. This may be why none of the WSA is currently under lease for potash. As the DEIS states, "The likelihood of the area being explored or developed is remote due to more favorable areas elsewhere." (Vol. 5, p. 22 of Mill Creek analysis).

Despite a favorable geologic rating, an economic analysis would suggest that no resources of significance are present. The summary totals in the DEIS (table 17 and elsewhere) should be revised to exclude potash resources that are unlikely to be developed in the foreseeable future.

3-16

II. Economics

OR-1.91

A. Summary

The DEIS overstates the potential losses of jobs in mineral and energy development owing to wilderness designation, even as it understates the potential economic benefits of long term, sustainable recreation in wilderness areas. The DEIS should be revised to more accurately portray the economic benefits of wilderness.

OR-1.92

The DEIS lacks a proper baseline against which to compare impacts. Impacts of wilderness designation should be determined in comparison to probable future conditions in the absence of designation. A modeling analysis should be performed that accurately projects economic and social conditions in several scenarios involving more and less wilderness.

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B. Employment

Wilderness designation would generally increase recreation-based employment. Although the DEIS acknowledges that "wilderness publicity could increase nonmotorized recreation use and related local expenditures and employment" (v.1, p.134), the factor used in the DEIS to estimate such growth is too small.

1. Inappropriate employment factors

We surmise that BLM derived the direct employment/output ratios in Appendix 1 (v.1, p.357) by a simple ratio of labor to output, using the data in table 64 (v.1, p.105). For example, the ratio for grazing is 0.00053/AUM (appendix 9), which is identical to the ratio given in table 64 under columns 3 & 4 (statewide data), 5 & 6 (public lands), and 7 & 8 (WSAs). This is hardly the sophisticated input/output model implied in appendix 9, but if used consistently it suffices. However, the employment/output ratio used for recreation (0.00009) is evidently based on statewide data instead of the more appropriate ratio derived from WSA data (0.0004). Why the DEIS uses a less appropriate figure that happens to be one-fourth as large is a mystery. Recreation-based employment and the resulting income figures should be recalculated throughout the DEIS to reflect the larger, more appropriate figure. Recalculation could well show that gains in wilderness-based recreation employment offset any likely foregone potential for mining- or grazing-related employment increases. This question should be specifically addressed in the comparison of alternatives.

2. Designation effect

A similar downplaying of the positive effects of wilderness

OR-1.94

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(cont.)

recreation appears in at least one area analysis, and probably in others. Although the DEIS does not estimate increased recreation use for most WSAs, it does for Grand Gulch: 58% over the 1984 level, compared to a projected 48% increase without designation (v.5, p.35 and 32). But this increase is dismissed as insignificant on p. 38, owing to the existing popularity of the area.

If Grand Gulch is unlikely to increase significantly, what about other, relatively unknown WSAs? UWC believes that wilderness designation for all WSAs would increase wilderness-related visitation, without focusing use [and hence impacts] on a few areas as is now the case. The DEIS should consider this potential increase in its employment and income analysis, for it may well be significant.

The "designation effect" is recognized as a potential source of increased employment opportunities for the 45 commercial outfitters that use the WSAs. However, the DEIS claims that this increase would be insignificant to the state and even to local communities. Analysis of one individual WSA (Mancos Mesa) suggests otherwise.

The DEIS states that recreation use of Mancos Mesa would increase from 402 to 5,144 RVDs/year, assuming 2% annual growth statewide over a 20-year period. Nondesignation would cause no increase. The DEIS states that "commercial outfitting oriented to primitive outdoor activities would benefit." This is the epitome of understatement. According to the DEIS, the increase in outfitting jobs in this area alone would be equivalent to 'one-fourth the loss in potential jobs statewide in grazing (that is, two jobs). If employment gains from designating all WSAs were added together, and appropriate recreation-based employment ratios were used, it seems clear that wilderness designation would more than compensate for the loss of potential future jobs in grazing. This simply reflects the fact that WSAs provide rather little in the way of grazing-related employment.

The DEIS also suggests that nondesignation would allow a (relatively minor) 5% increase in mining-related employment, but as we demonstrate in part I of this section, the DEIS seriously overestimates the potential for future WSA mining activities. We feel that an objective economic analysis would show a net positive gain for local and regional economies with wilderness designation. The DEIS should carefully assess this question in the comparison of alternatives part of chapter 2.

OR-1.95

The DEIS states that wilderness designation might forego some future employment opportunities in mineral industries. The reduced employment, however, is only against future levels, not current employment. The DEIS identifies six counties that could suffer significant impacts from wilderness designation. Yet those counties have suffered substantial employment losses in mineral industries since 1984 not related to wilderness. A meaningful analysis would project economic conditions with wilderness designation against existing trends without designation. With those trends being unfavorable in the impacted counties, it is not accurate to ascribe job and income losses to wilderness designation.

C. Income

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The DEIS understates income generated by wilderness-related employment. Grand Gulch, for example, currently supports six commercial outfitters and guides, based on commercial use of 2,000 rvd's (10% of the total 20,000 rvd's--p.31 of area analysis). Using the \$4.10 statewide average for the value of a wilderness rvd gives a total outfitter-based income of \$8,200 (\$4.10 x 2,000)--hardly enough to support one outfitter, let alone 20. Clearly the proportion of wilderness rvd's attributable to commercial use should be valued much higher in the DEIS analysis. If, for example, such use were valued at \$50/day (a reasonable figure), the increase in income generated by wilderness designation would be much higher--\$9,150, based on projected increased use of 1838 x 10% x \$50.

The DEIS, then, does not take into account its own data. By valuing all recreation at the statewide noncommercial average of \$4.10, the DEIS estimates recreation-related sales attributable to designation of Grand Gulch at only \$7,535 at the end of the 20-year period. In fact, using more reasonable figures, the projected increase due to commercial use alone exceeds that amount. Adding commercial use to noncommercial use for Grand Gulch (\$50 x 183) + (\$4.10 x 1655) gives a more realistic figure of \$15,935.

By ignoring the commercial component of wilderness recreation, the DEIS underestimates the economic impact of increased recreation by almost 50%. The DEIS should recalculate these figures for each WSA where commercial and noncommercial uses were not differentiated. The results may further demonstrate the economic advantages of wilderness designation--which should be considered in the summary comparison of alternatives.

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(cont.)

To further illustrate this critical point, the DEIS should compare aggregate figures for projected employment and income in each WSA. Again considering Grand Gulch, recreation-based increases compare favorably with grazing-related increases. The DEIS states that the current 1,930 AUMs involving seven permittees could be supplemented by an additional 1,118 AUMs (v. 5, p.30, Grand Gulch section). Even using the inflated \$20/AUM sales/output figure (v.1, p. 357, table 9), this would result in an increase of only \$22,360 and .58 of one job, using the direct employment factor of .00053 x 1,118. The increased jobs in recreation resulting from designation would be (183 x .0012) + (1655 x .0004), using the correct ratio based on WSA data (see above). This gives .88 jobs--small, but more than from grazing. And it seems likely that the management costs incurred by BLM would be less for recreation than for grazing, given the heavy capital costs associated with intensive grazing practices.

This kind of analysis, if performed statewide, would show that wilderness designation would likely create more jobs than grazing could. The DEIS summary analyses should reflect this.

OR-1.97

The DEIS states that under the no action (no wilderness) alternative, employment and income could increase by five percent based on potential (and highly speculative) development of WSAs. This does not take into account the increased value of mineral and grazing leases outside of WSAs if intensive development of WSAs leases were foregone. This compensating factor should be taken into account in the economic analysis.

OR-1.98

The DEIS further overestimates benefits from grazing by overestimating livestock use of WSAs. Actual use levels in WSAs are probably 40-60% lower than the "preferred use" level used by BLM. Most WSA allotments have large components outside the WSA, where access, water, and vegetation is typically more favorable. It is not realistic to assume even distribution throughout the allotment. The DEIS should base its economic analysis of grazing impacts on actual use figures, if available. Where these are not available, estimates of WSA use should be qualified.

D. Revenue

OR-1.99

The DEIS should address the costs associated with large mining and energy projects in rural areas: the heavy burden placed on local governments to provide needed services to incoming construction work forces, where long-term operational work forces typically are not large enough to sustain the front-end capital costs of building schools, roads, sewers, and other facilities.

Comments of the Utah Wilderness Coalition

III. Wildlife

OR-1.100

The DEIS underestimates the positive value of wilderness for many wildlife species and the adverse impact of non-designation and resource development. The description of impacts on nongame species, in particular, is very brief for most WSAs, suggesting that insufficient study of these populations has been made. And the DEIS unrealistically assumes that threatened and endangered species would automatically be protected through section 7 consultations at the project planning stage.

In making these comments UWC wishes to support and incorporate by reference the more extensive comments on wildlife submitted by the Utah Audubon Society and by Scott Mills of the Department of Fisheries and Wildlife at Utah State University. Audubon's comments on individual WSAs, we note, apply equally to the larger wilderness proposal advocated by UWC.

Wilderness designation can provide positive benefits for wildlife beyond the very general statements in the DEIS. Individual area analyses in the DEIS typically state only that "some wildlife species could benefit due to the preservation of solitude." This is followed by considerably greater discussion of the adverse impacts of designation and the positive effects of nondesignation. The implication is that wilderness designation is a net loss to wildlife--an unsupportable view.

Wilderness designation maintains undisturbed, unmeneged habitat for a host of nongame creatures. Designation of large tracts of wilderness promotes biotic diversity and the maintenance of natural processes, which are growing increasingly rare on the planet. Many of the Utah WSAs may be considered "island" habitats, important for colonization of adjacent areas (see Mills, appendix 2.) Many WSAs are clustered together and form relatively large tracts of habitat--an important consideration for migratory species. The DEIS should carefully consider these benefits of wilderness.

Endangered species cannot be protected merely by performing section 7 consultations at the project planning level. Those consultations typically come as the project promoter (BLM or private) has invested considerable funds and time in the project and is not about to be deterred from completing it. This creates pressure to issue favorable biological opinions despite evidence of impacts on sensitive species. Full compliance with the Endangered Species Act requires BLM to consider habitat needs for such species early in the planning process, including this wilderness review. The DEIS should give considerable weight to wilderness designation in areas of known or suspected endangered species, and not assume that their habitat needs can be protected once the pressure is on to develop an area.

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OR-1.101

IV. Cultural Resources

OR-1.102

The DEIS assumes that cultural resources will not be adversely impacted because BLM has a legal requirement to protect such resources. This is unrealistic. Some losses, probably significant, would occur if WSAs were opened to widespread ORV use and road access. The presence of a legal requirement to protect the Nation's vanishing archeological and historic resources does not guarantee that further losses will not occur. The DEIS should be revised to acknowledge that losses are more likely to occur if areas are not designated wilderness and vehicle access is eventually allowed. The DEIS should further acknowledge that wilderness designation can aid BLM in preventing losses through restriction of motorized access.

The DEIS does acknowledge that some "wilderness special features," notably unusual plant or animal communities and geologic features, could be lost in areas not designated (v. 1, p.112). An equivalent logic applies to historical and archeological resources. BLM simply does not have the money and personnel to police every area where vandals and pothunters have easy vehicle access to cultural resource sites. The best intentions and legal requirements have so far barely slowed the alarming loss of these irreplaceable treasures. The key is access: the easier it is to haul out quantities of artifacts, the easier it is for mindless vandals to reach a rock art panel, the more likely they will be lost. And wilderness designation can be one means of controlling access. By and large, recreational users of wilderness respect cultural resource sites. The presence of hikers and backpackers probably discourages commercial pothunters. These considerations should be addressed in the DEIS.

The DEIS should also specifically address (1) BLM enforcement capabilities given limited budgets; (2) likely extent of new roads and ORV corridors in areas not designated wilderness; and (3) special problems caused by population influxes associated with large energy or mining projects. These problems may cause greater losses in nonwilderness areas than in wilderness--which should be considered in the DEIS.

We also wish to incorporate by reference the comments of John Noxon, Native American Rock Art Research Associates, with regard to the DEIS's underestimation of numbers of sites and problems of controlling vandalism.

OR-1.104

3-22

William J. Lockhart
P.O. Box 8672
Salt Lake City, UT 84108

August 15, 1986

Wilderness Studies (U-933)
U.S. Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303
(Hand delivered) at 4:40 PM 8/15/86
Mailed 8/15/86

Re: Comments on BLM Statewide Wilderness
Draft EIS

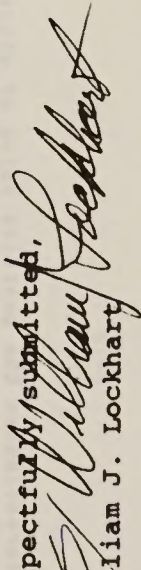
Enclosed are memoranda commenting on various legal deficiencies of the BLM Statewide Wilderness Draft EIS prepared by three lawyers who have volunteered their efforts in examining aspects of the DEIS.

The Memoranda included are entitled as follows (with the individual contributor identified in parentheses):

- (1) The Bureau of Land Management Has Failed To Follow Proper Procedures In The Preparation Of A Statewide Draft Environmental Impact Statement. (Ralph Becker)
- (2) Failure of Utah Wilderness Draft EIS To Provide Rationale For Its Proposed Actions Prevents Effective Comment and Violates NEPA. (Andrew Stone)
- (3) BLM Method For Evaluating Mineral Conflicts Reflects Improper Bias Favoring Mineral Values Over Wilderness Values and Relies On Speculative and Unsupported Conclusions About The Existence, Recoverability and Relative Market Importance of Mineral Deposits In WSAs. (Jeffrey Appel)

I am authorized to advise that the Utah Wilderness Coalition adopts these comments, in addition to the extensive comments which they are independently transmitting.

Respectfully submitted,


William J. Lockhart

THE BUREAU OF LAND MANAGEMENT HAS FAILED TO FOLLOW
PROPER PROCEDURES IN THE PREPARATION OF A

STATEWIDE DRAFT ENVIRONMENTAL IMPACT STATEMENT

OR-1.105

Pursuant to Sections 603 and 202 of the Federal Land Policy and Management Act, 43 U.S.C. Section 1782, Section 1712, and specifically the Bureau of Land Management Wilderness Study Policy, 47 Fed. Reg. 5097 (February 3, 1982), the Bureau of Land Management is required to undertake its wilderness studies in accordance with BLM planning regulations and "through the BLM planning system." 47 Fed. Reg. at 5110. The BLM Wilderness Study Policy directs that all wilderness studies "be conducted with the context of the Bureau's normal resource planning process." 47 Fed. Reg. at 5111. The Wilderness Study Policy specifies, in detail, that wilderness studies be prepared as a component of the BLM Resource Management Plans, Management Framework Plan Amendments, or Transition Management Framework Plans.

In contravention of the requirements of the BLM Wilderness Study Policy, the Utah State Director of the Bureau of Land Management has prepared a statewide wilderness proposal through the draft environmental impact statement. Preparation of a statewide wilderness draft environmental impact statement does not meet the wilderness study policy mandate to prepare wilderness studies through the normal Bureau Resource Management Plan process.

Notwithstanding whether the Utah BLM Director can alter the Wilderness Study Policy, we have no indication that the change in policy was done in a manner that adequately notified the public

OR-1.106

OR-1.106
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and gave the public an opportunity to comment on the change from the BLM Wilderness Study Policy to a statewide DEIS. We have been informed that correspondence and approvals were given to the Utah State BLM Director from Washington, and that appropriate opportunities for public comment were given through Federal Register notices and newspaper notification. However, we have seen no such documentation. Therefore, if the Bureau of Land Management can alter the Wilderness Study Policy as it relates to preparation of a Utah statewide wilderness study, we are unaware of whether the change in policy has been done in a manner that is procedurally adequate for purposes of giving the public an opportunity to be aware of, and comment on, such a proposed change.

The BLM Planning Regulations, 43 C.F.R. 1500 et. seq., require BLM to consider an array of values and resources in plan development in addition to procedures for decisionmaking. The full scope of these considerations should be included in the DEIS for each WSA if BLM is to meet its obligation as it relates to the Wilderness Study Policy directive.

As a result of the failure of the Bureau of Land Management to prepare wilderness studies in the context of BLM plans in accordance with BLM Wilderness Study Policy, and our lack of knowledge as to the procedural adequacy of any proposed change and the BLM Wilderness Study Policy, we assert that the BLM Statewide Wilderness Draft Environmental Impact Statement for Utah has been improperly prepared and needs to be rewritten in accordance with the BLM Wilderness Study Policy and its planning requirements.

MEMORANDUM

from: Jeffrey W. Appel
date: August 15, 1986
re: BLM DEIS
subj: BLM METHODOLOGY FOR EVALUATING MINERAL CONFLICTS REFLECTS IMPROPER BIAS FAVORING MINERAL VALUES OVER WILDERNESS VALUES AND RELIES ON SPECULATIVE AND UNSUPPORTED CONCLUSIONS ABOUT THE EXISTENCE, RECOVERABILITY AND RELATIVE MARKET IMPORTANCE OF MINERAL DEPOSITS IN WSA'S.

My review of portions of the draft environmental impact statement prepared by the Utah BLM in their statewide wilderness review process reveals a number of areas wherein the mineral review process and methodology does not appear to be legally sufficient. Initially, I will provide a general overview respecting the problems I have noted with the apparent methodology adopted by the BLM in their reviewing process and will then briefly provide some specific comments on several of the "mineral resources" topics identified by the BLM in their review.

I. General Concerns.

OR-1.107 A. A number of the conclusions of the BLM respecting the various WSA's appear to be based upon facts and data not appended to the DEIS. Further, there is no indication that other available and applicable data such as studies, reports and inventories have been considered. It is nearly impossible to legitimately and appropriately comment on the methodology of BLM and more specifically on the conclusions reached in the DEIS without access to that data and information.

OR-1.108 B. The BLM seems to assume that each deposit of minerals has, in portions, an extractive mineral value. I believe they need to focus upon the distinction between a deposit of minerals and a proven reserve of minerals to adequately and validly weigh the impacts of actual mineral values upon the specific wilderness designations.

OR-1.109 C. Throughout the DEIS, I have sensed a bias based upon the apparent assumption by the BLM that existing deposits must and will ultimately be extracted from the ground. In a number of areas they seem to avoid the practical roadblocks to extraction such as the isolated locations of the WSA's, the lack of

OR-1.109
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available water for water intensive extractive industries, the inability to reclaim the land, the actual quality of a mineral deposit in relation to other reserves located elsewhere in the country and in Utah, and the interaction of any extractive processes with other statutory environmental requirements that might otherwise prohibit extraction in a given area.

D. There seems to be an insufficient nexus between the conclusions drawn by the BLM and the facts, information and data apparently relied upon by them in furtherance of their conclusions.

E. There is an apparent inability to weigh speculative mineral resource scarcity against the proven scarcity of land with an extant wilderness potential. In other words, the BLM notes a speculative potential for mineral extraction in a given area, weighs it against the proven and existing wilderness values and the speculative mineral potential seems to win more often than not.

II. Specific Comments on Various Resources.

OR-1.111

A. Tar Sands. The extraction of petroleum products found in tar sands is simply not a viable industry at this time. Further, the quality of the tar sands deposits in the State of Utah do not seem to justify the market importance placed upon them by the BLM. They are so far down the line of "recoverable U.S. reserves" that there mere existence should not justify the failure to designate an area as wilderness.

The lack of water in the areas in which tar sand deposits are located is a major roadblock for their development. At this time, the tar sand industry is extremely water intensive. This scarcity of water would seem to prohibit the extraction and development of these marginal deposits rendering their extraction extremely speculative at best. The likelihood of development is so very low that designation of the area as wilderness should not be blamed for the "loss" of these "reserves"; they appear to be "lost" anyway.

OR-1.112

B. Coal. In their review of coal "reserves" (which actually should be denominated as deposits), the DEIS fails to evaluate potential in view of: (1) the quality of the deposit in comparison with other available coal reserves; (2) the isolation of the sites and problems created by that isolation; (3) the interaction with other environmental values and constraints imposed by the Federal and State statutes; (4) the inability to reclaim the land; and (5) the practical economic constraints on coal development evidenced by the fairly dismal demand forecast for future coal usage. Ignoring the other potential constraints

OR-1.112
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or development for the coal deposits reviewed in the DEIS results in the slanting of conclusions against wilderness designation. As with the tar sands, there is the likelihood that the wilderness designation would have no impact on the recoverability of the coal deposits -- they may be considered economically unrecoverable for numerous other reasons. Finally, the BLM seems to ascribe far more importance to these coal reserves in the marketplace than is supported by their own data.

OR-1.113

C. Oil and Gas. The major problem with the BLM's work on this particular section of the DEIS is their ignorance of the fact that oil and gas are considered fugitive minerals. That is, "proven reserves" are far more difficult to ascertain without actual discoveries. As I read the DEIS, there are very few discoveries supporting the conclusions drawn by the BLM and, on that basis, the results are conjectural.

There also does not appear to be a significant nexus between the conclusions drawn by the BLM in the DEIS and the data apparently collected or reviewed in the SAI. Finally, the same methodology seems to be applied to review the potential oil and gas deposits as was applied to hard minerals and other energy "reserves". In fact, it is much more difficult to predict the extent of an oil and gas pool than the extent of a seam of coal or a stratigraphic layer of tar sands and, on that basis, a different methodology should be applied.

OR-1.114

D. Uranium. The primary problem with the BLM's work on the DEIS section on uranium is that it does not effectively evaluate the problems created by the factors noted in paragraph I(C) of the general section above. Utah's uranium deposits do not seem to be able to compete with those available world-wide and uranium cannot be considered a high-ticket commodity so as to justify the necessary investment money. On the other hand, the wilderness potential of the areas containing uranium would be nearly destroyed if that particular extractive industry were to gain foothold. The relative importance of the wilderness designations as weighed against the value of the retained availability of a low priority uranium deposit would seem to militate toward the conclusion that a wilderness designation is more appropriate. The BLM does not seem to reach that conclusion with an appropriate frequency.

FAILURE OF UTAH WILDERNESS DRAFT EIS TO PROVIDE RATIONALE FOR ITS
PROPOSED ACTIONS PREVENTS EFFECTIVE COMMENT AND VIOLATES NEPA

1

BLM has deliberately failed to include in the DEIS any specific rationale for its choices of proposed action under each WSA. This procedure is inconsistent with NEPA and the CEQ regulations promulgated under that Act. Furthermore, the failure to include the reasons for each proposed action prevents effective public comment and thus makes an adequate record impossible.

OR-1.115

BLM argues that sections "1502.2(g) of NEPA [sic]", and sections 1502.14 (b) and (e), taken together, mean that BLM "should not provide" any justification for the proposed action until the decisional document. Fed. Reg. Notice. Rather, BLM states, the agency should analyze each alternative in detail and merely state the proposed action if one exists. The result of this construction of the NEPA regulations is evidenced by the BLM statewide DEIS: reviewers are confronted with a mass of descriptions of each studied alternative, and a bare conclusory identification of the agency's proposed action. Readers are left to deduce the reasons for the agency's choice by reading between the lines of the different descriptions of the alternatives. By BLM's own admission, this is not possible in all cases.

The section which BLM bases its position on reads, in entirety: "Environmental impact statements shall serve as a means of assessing the environmental impact of proposed agency actions rather than justifying decisions already made." BLM,

2

significantly, omits the last two words of the quoted section. Thus, the agency reads the passage as forbidding the inclusion of rationales in a DEIS. When taken completely and in context, however, the section requires that NEPA's EIS process serve as a way of shaping decisions rather than a post-hoc method of rationalizing off-the-record decisions. See also, 40 C.F.R. § 1502.5. In this way, public comment and other aspects of NEPA procedure contribute to the ultimate decision. BLM's construction of this section would accomplish just the opposite of the actual intent of the section. By withholding the rationale for each proposed action from public scrutiny, BLM prevents public comment from helping to shape the decision as to which alternative will be selected in each WSA. The impression this procedure creates is that BLM wishes to make these decisions without public participation, using the DEIS as a means of legitimizing a decision not based on the record. NEPA and its regulations clearly do not allow such a strategy.

OR-1.115
(cont.)

Sheltering the rationale for BLM's decisions from public participation is inconsistent with other sections of NEPA and its regulations as well. For example, §1500.1(b) of the CEQ regulations declares that "public scrutiny [is] essential to implementing NEPA". No public scrutiny of the reasons for BLM's proposed action is possible. § 1500.1(b) also requires that NEPA documents "concentrate on the issues that are truly significant to the action in question, rather than amassing needless detail".

OR-1.116

3

OR-1.116
(cont.)

As mentioned above, the BLM statewide DEIS merely recites factual details for each alternative, without identifying those issues that the choice of the proposed action was based on. Supplying rationale is necessary in order to identify those issues which are "truly significant" to the agency decision.

OR-1.117

§ 1502.9 of the CED regulations requires that a DEIS be adequate enough to allow "meaningful analysis". This can not be said of BLM's statewide DEIS, as reviewers are left to guess at the reasons for each proposed action. §1502.14 requires that the EIS "sharply [define] the issues and [provide] a clear basis for choice among the options by the decisionmaker and the public." Implicit in this section is an opportunity for meaningful public participation in choosing among alternatives, and critical in this case is an explanation of the basis for the agency choice. No basis is provided in BLM's DEIS, and the fact that it may be "deduced" in some cases (See Fed. Reg. Notice) can hardly be considered the "clear basis" that NEPA requires.

The text of NEPA itself recognizes that "each person has a responsibility to contribute to the preservation and enhancement of the environment". 42 U.S.C. § 4331(c). CED recognizes this and the "policy that the public is entitled to the fullest information regarding the decisionmaking processes of the Federal Government". 40 C.F.R. § 1517.1. BLM, on the other hand, has deliberately chosen to withhold from the public its bases for

4

OR-1.117
(cont.)

its choices among alternatives in each WSA, claiming NEPA requires such a course of action. This practice is not only not required by NEPA and its regulations, it is totally inconsistent with the text and purpose of those provisions.

Even more important, BLM's decision not to provide the rationale for its choices of proposed action has made it impossible for the public to criticize those choices. Without a stated rationale, reviewers are left to guess at the reasons for a particular area being excluded or included as wilderness. Reviewers are unable to address themselves to the issues that BLM views as critical, because BLM has decided not to reveal what those issues are. Public comment on the issues that the agency views as important is critical in order to build the record in those areas. And public participation in decisions regarding each WSA is most enhanced if commenters can direct themselves to those factors which BLM thinks are controlling. Moreover, because in many cases, a reason for BLM's decision can not be deduced from the DEIS, many decisions appear to be wholly arbitrary. BLM must certainly have reasons for its decisions, or those decisions are in fact arbitrary. Given that NEPA does not require that these decisions remain secret, what is the justification for refusing to state them?

OR-1.118

What follows are specific examples of how the lack of rationale prevents effective and lucid comments on the DEIS.

5

These are only examples of problems which pervade the document.

OR-1.118
(cont.)

North Escalante Canyons/ The Gulch-

The DEIS states that the proposed action would exclude those areas with the greatest potential conflicts with future mineral developments, apparently without regard for the wilderness values in the excluded areas. The statement makes no mention of the outstanding wilderness character of the areas excluded, except in generalized discussion of the entire WSA. BLM should state that the agency believes that the outstanding wilderness values in Little Death Hollow and Wolverine Canyon are outweighed by the perceived need to allow potential mineral developments such as the Circle Cliffs Special Tar Sands Area. Reviewers should not be left to deduce the reasons for this rather startling action. In areas of truly national significance such as the North Escalante Canyons and the Gulch, and more particularly Little Death Hollow and Wolverine Canyon, BLM must state with clarity its reasons for excluding any land from wilderness protection.

Scorpion

This area has outstanding naturalness, opportunities for solitude and opportunities for primitive and unconfined recreation. Yet BLM proposes to exclude over 2/3 of this WSA from wilderness protection. This is despite the fact that the proposed alternative would conflict with the Glen Canyon NRA wilderness

6

OR-1.118
(cont.)

proposal. No explanation for the exclusion of most of this WSA except a desire to recommend only those areas with the "most outstanding wilderness values". Reviewers are left to guess whether their comments would be most helpful if they address themselves to the wilderness values of the excluded areas, the low likelihood of mineral development, or the relevance of the Kane and Garfield County Master Plans.

Cougar Canyon

Despite outstanding opportunities for solitude and primitive and unconfined recreation, BLM has proposed "No Action" for this WSA. Reviewers can only guess whether the negligible mineral conflicts, ORV conflicts, or conflicts with the County Master Plan lead to this decision. To what issues should reviewers address their comments?

Burning Hills

BLM admits the outstanding naturalness and opportunities for solitude of this WSA, yet proposes no action. It is unclear whether this decision is based on possible coal development, ORV use, what BLM views as a lack of primitive recreation opportunities or a wish to be consistent with the Kane County Master Plan.

Fifty-Mile Mountain

The Proposed Action for this area is represented by the DEIS as

OR-1.118
(cont.)

intended to accommodate wilderness and future coal development. Yet no explanation is offered as to why this alternative was ultimately selected over the other three studied. No explanation is given as to how the boundary lines were chosen. What exactly are the "potential management conflicts with coal development" and why are the areas proposed to be excluded from wilderness designation less outstanding than those excluded?

Mt. Ellen / Blue Hills

Although the description of the proposed alternative states that its objective is to analyze that portion of the WSA having the most outstanding wilderness characteristics, no reason is given for excluding the remaining 23,246 acres. Reviewers are left to puzzle over whether the area excluded was intended to accommodate the low likelihood of mineral development, ORV use, or the WAnE and Garfield County Master Plans.

Mt. Pennel

It is unclear in this case whether the exclusion of 48,500 acres of this WSA from wilderness recommendation was due to mineral conflicts, BLM's view that the excluded area lacked outstanding wilderness characteristics, or some other factor.

Mt. Hillers

Again, it is unclear why BLM proposes to exclude 3000 acres of this WSA from wilderness designation.

OR-1.118
(cont.)

Fish Creek

The objective of the alternative chosen as the proposed action was to analyze that portion of the WSA with the most outstanding wilderness characteristics and to minimize "manageability difficulties". No indication of what manageability difficulties exist is given. And no explanation of whether it was these difficulties or a perceived lack of wilderness characteristics that led to the exclusion of 11,200 acre Dry Wash.

Cheesebox Canyon

Despite outstanding opportunities for solitude and primitive and unconfined recreation, along with the fact that this area was given a low overall importance rating for future mineral development, BLM has proposed "No Action" for this WSA. Absolutely no reason for the exclusion of this area from wilderness protection can be deduced from the DEIS. This is an excellent example of the need for a stated rationale for BLM's proposed action. The DEIS provides no indication of why BLM has decided not to recommend this area for wilderness status. Reviewers are left to speculate on how to frame their comments.

Mill Creek

No explanation of why none of this WSA is proposed as wilderness is offered by BLM. The area does offer outstanding naturalness and outstanding opportunities for solitude and primitive and

OR-1.118
(cont.)

unconfined recreation. Reviewers can only guess whether mineral conflicts, ORV use, or a desire to accommodate the Grand County Master Plan resulted in the decision not to include this area in the wilderness recommendation. The apparent arbitrariness and the need for an explanation of the BLM decisions is illustrated by comparing this WSA to the Behind the Rocks WSA. While the two descriptions of the WSAs in the DEIS do not reveal any differences between the two areas, BLM recommends wilderness status for all of Behind the Rocks, and none of Mill Creek. Because BLM does not explain its decisions to choose one alternative or another no reason for the differing results can be deduced.

Coal Canyon

BLM admits that this WSA has outstanding naturalness and outstanding opportunities for primitive and unconfined recreation. The mineral resource rating is only a 2+. Yet none of this area is proposed for wilderness designation. Reviewers are left to guess whether this decision was based on mineral conflicts, ORV conflicts or some other factor.

Spruce Canyon

BLM admits that this WSA has outstanding naturalness and outstanding opportunities for primitive and unconfined recreation. The mineral resource rating is only a 2+. Yet none of this area is proposed for wilderness designation. Reviewers are

OR-1.118
(cont.)

left to guess whether this decision was based on mineral conflicts, ORV conflicts or some other factor.

Flume Canyon

BLM admits that this WSA has outstanding naturalness and outstanding opportunities for primitive and unconfined recreation. Yet none of this area is proposed for wilderness designation. Reviewers are left to guess whether this decision was based on mineral conflicts, ORV conflicts or some other factor.

Westwater Canyon

BLM offers no explanation for the exclusion of 5,160 acres of this WSA from wilderness designation. The DEIS suggests several factors which may have contributed to this decision, but no indication is given as to which were decisive. Reviewers are forced to speculate as to what specific issues require discussion. As a result, public participation in decisions relating to this and other WSAs is severely handicapped.

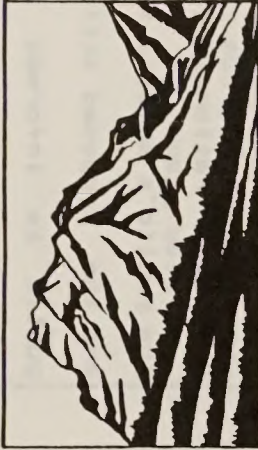
This has been a partial list of examples where BLM's failure to provide a rationale for its proposed actions has detracted from the public's ability to offer constructive comments on the DEIS and the proposed actions. Meaningful comments require that the public be informed as to what issues the agency considers

OR-1.118
(cont.)

11

important or dispositive. If public participation and the NEPA process are to be at all meaningful in determining which areas BLM will ultimately recommend to the Secretary of the Interior for wilderness designation, BLM must provide the public with the rationale for selecting a particular alternative as a proposed action, and the public should have an opportunity to comment on that reasoning at the DEIS stage.

Andrew Stone
1986 East Hubbard Ave.
Salt Lake City, Utah 84108



Utah Wilderness Association

455 East 400 South B-40/Salt Lake City, UT 84111 (801) 359-1337

August 14, 1986

Mr. Roland Robison
State Director
Bureau of Land Management
324 S. State
Salt Lake City, Utah 84111

Dear Roland:

Enclosed you will find our comments on the Utah BLM Statewide Wilderness Draft Environmental Impact Statement.

The length of this comment is indicative of the scope of the DEIS and the concerns we have with the analysis and recommendations made in the draft. In general, the analysis of many resources and potential impacts is inadequate, and the recommendations made are simply unsupportable. After nearly a decade of work on the BLM wilderness review we still find wilderness values downplayed and mineral values and other conflicts exaggerated. BLM continues to look at 3.2 million acres of WSAs as though they are the last storehouse of minerals, the last opportunity for range "improvements", the only areas for ORV use, and of little importance to wildlife.

We're still told "flat" land cannot contain wilderness values even though there is "flat" land in the wilderness system. We're still told land with "sparse" vegetation cannot provide wilderness values even though land with sparse vegetation is in the wilderness system. We're still told that potential for development, potential for minerals, potential for range manipulations, and potential for ORV use are all more important than protecting land as wilderness.

Finally we are told not to worry, nothing will happen to wilderness values even without designation. Don't worry about Sclerocactus wrightii (endangered) even though its only habitat in Mexican Mountain will be open to ORVs. Don't worry about black bear, cougar, and elk even though their most important habitat in the Book Cliffs will be left open to full-scale oil and gas exploration and road building. Don't worry about the cultural resource treasures of the Kaiparowits even though the region is left open for coal mining, oil and gas exploration, ORVs, chaining, and whatever else.

OR-2.1

OR-2.2

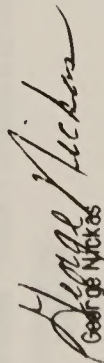
This is not to say the DEIS doesn't make many excellent recommendations. It does Grand Gulch, Dark Canyon, the Dirty Devil, Turtle Canyon, Mancos Mesa, Howell Peak, Little Rockies, and the San Rafael Reef recommendations would protect some of Utah's finest wilderness. Desolation Canyon, the Deep Creek Mtns, North Escalante Canyons/The Gulch, Fifty Mile Mountain, Mt. Ellen-Blue Hills, and Westwater Canyon are strong recommendations as well, deserving support, but belittled by efforts aimed at reducing acreage rather than solving problems. Unfortunately, a handful of unsupportable decisions overshadow these positive recommendations. The proposed action entirely ignores BLM's most important wildlife habitat in the Book Cliffs. It ignores the incredible diversity of Mt. Pennell in the Henry Mtns. It ignores some of the most remote and expansive wilderness left in the lower 48' -- the Kaiparowits Plateau. A recommendation that ignores these areas ignores Utah's premier wilderness. This is precisely where the recommendation in the DEIS falls short.

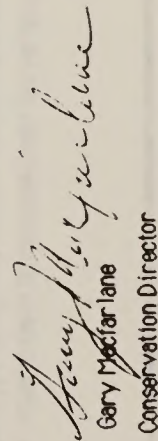
One last note. The Utah Wilderness Association has proposed 3.8 million acres of BLM wilderness in nine regions (Appendix A). It is a proposal of ecological integrity and one which protects the best Utah has to offer. However, in response to the EIS and in order to focus on those areas BLM is considering for wilderness, we have confined our comments to the 3.2 million acres of WSAs. Only where BLM has identified the current boundary as unmanageable (Fish Creek Canyon), have we offered a new WSA boundary. Nevertheless, the UWA proposal offers better boundaries and resolves many of the concerns surrounding the wilderness review in Utah. We encourage BLM to carefully consider the boundaries recommended in the UWA 3.8 million-acre BLM wilderness proposal.

We want to thank you and your staff for the willingness to allow the public involvement process to work. In particular the extension of the comment period to 6 months and the timely fashion in which the extension was announced, has allowed all parties the opportunity to participate. The public hearings were conducted in a professional and cordial manner and, given the potential for disruptiveness, handled impressively. Finally, we appreciate the prompt responses to all of our requests during the past several months. Much of the information we requested was vital in preparation of our comment.

The criticisms contained in this comment are provided in a constructive light. We are confident if they are carefully considered and incorporated in the final decision, BLM's recommendation will be a supportable one. If at any time during the review of these comments we can be of assistance in answering questions or providing information please let us know.

Sincerely,


George Nickas
Assistant Coordinator


Gary MacFarlane
Conservation Director

We also want to recognize the UWA BLM Wilderness Task Force whose work, dating back to 1980, has culminated in this report. Countless hours of drafting comments searching through files, editing, and literally decades of field experience and concern for the land have gone into the preparation of this comment.

UWA BLM Task Force

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Wildlife

The exclusion of wildlife as a major issue is one of the significant problems in the DEIS. Wildlife was erroneously omitted as an issue even though livestock grazing was included. It is ironic one of the fundamental foundations of wilderness and a major reason for its existence would be passed over in the issues list. Since Leopold's and Murie's landmark writings on wildlife and wilderness, wildlife has played a primary role in the wilderness designation process. The inconsistency is glaring.

Why include three livestock grazing issues when wilderness designation would have little or no effect, yet totally omit wildlife? BLM justifies the omission of wildlife as a major issue by noting on page 184, "Overall, with any alternative there probably would be little effect on wildlife because the acreage of crucial wildlife ranges in BLM WSAs represents only a small portion of the total in the State." However, the same is true for livestock grazing. BLM notes on page 81 that 6,003,372 AUMs of livestock forage are consumed in Utah. Licensed use of AUMs in WSAs (NOTE: licensed use is greater than actual use) amounts to 96,531 AUMs, at most only 1.6% of the state total! Only 6% of the livestock producers in Utah utilize WSAs (see pages 81 and 82). WSAs amount to less than 6% of Utah's land base. Why weren't impacts on livestock grazing levels, future range improvements for livestock and ranching practices considered of little effect because it "represents only a small portion of the total in the State?"

This serious omission is highlighted in chapter 4 of Volume 1. There is no analysis of impacts to wildlife on a statewide basis! Without this analysis, the EIS cannot meet the requirements of NEPA or the wilderness study policy.

Wildlife data offers only the barest inventory data and does not represent professional quality wildlife, biological or ecological data. Routinely BLM ignores wildlife studies and data needed to make adequate wildlife decisions. Not one SSA reveals a detailed discussion of impacts relating to changes of habitat or changes in reproductive rates or production rates due to potential changes in habitat resulting from development. There are no discussions of travel routes and how they may be altered nor are there detailed discussions relating to habitat or space requirements of individual species. The wildlife sections basically inventory some wildlife species and their habitat, and then it appears as guesswork. This is not only true of the SSAs but the absence of a statewide analysis in volume 1 gives nothing to the public, resource managers or decision makers about the impacts to wildlife under the various alternatives.

The impact to wildlife of various alternatives is generally described in acres of vegetation disturbed by development, which is not an accurate indication of habitat lost. The real impacts come from increased access for hunting, increased poaching, and ORV use. This loss of isolation is devastating to elk, bear, cougar, and bighorn sheep. A small development along the boundary of a WSA is not going

OR-2.3

OR-2.5
(cont.)

to have the same impact as building roads throughout the unit, even though the number of acres disturbed is the same. This is recognized in some of the individual write-ups, but for the most part loss of habitat is correlated to acres of vegetation disturbed.

OR-2.6

At the present time, due primarily to historic management practices, populations of many wildlife species in WSAs are a mere fraction of what they once were, and many species have been extirpated. Therefore, looking only at present populations gives a distorted view of the wildlife values of most WSAs. It would be very valuable if the site specific analyses provided estimates of prior stable populations, such as has been done in grazing EISs. This would give some indication of the wildlife potential of WSAs, and what we might expect in some areas if they were designated wilderness and management emphasized wildlife values.

OR-2.7

The assumptions about wildlife in chapter 5 (page 184) are without substantiation. How does BLM know effects of the various alternatives will be negligible upon wildlife when much data is lacking? Virtually nothing is said in Volume 1 about large predators (cougar and bear) other than Utah's populations are limited and bears are found in 12 WSAs and cougar in 52 WSAs (page 77). No population numbers or habitat acreages are given for these species, although it is stated that the areas around Zion NP and the Deep Creek Mtns. WSA are important for cougar, and the four Book Cliffs WSAs (Floy, Coal, Spruce, and Flume Canyons) are important for black bear. It is also stated throughout the SSAs that both cougar and bear are sensitive to disturbance. What happens then if the Deep Creek Mountains are not designated wilderness and development renders them unsuitable for cougar? What happens to black bear under the proposed action of no wilderness in the Book Cliffs WSAs? Certainly loss of the black bear's habitat in what many believe to be its last stronghold in Utah is going to have a significant impact on that species. These two examples contradict the statements in Volume 1. It cannot be concluded all alternatives will have little negative effect on some species.

OR-2.8

Threatened and Endangered (T and E) species are summarily dismissed. The DEIS (page 78) notes no terrestrial T and E species are found in WSAs and the only non-aquatic T and E animals are migrant bald eagles and peregrine falcons. It fails to note bald eagles are not mere migrants to Westwater Canyon WSA (they are permanent residents). Only the North Horseshoe Canyon WSA is listed in Volume 1 as home to resident peregrine falcons. Why weren't other areas listed? Likewise, the findings on terrestrial T and E species are flawed. The USFWS letter (DEIS, Appendix 4) indicates the black footed ferret may inhabit several WSAs (Dirty Devil, Horseshoe Canyon North and South, Behind the Rocks, Desolation Canyon, Floy Canyon, Coal Canyon, Spruce Canyon, Flume Canyon, Westwater Canyon, Lost Spring Canyon and Daniels Canyon). It also indicates the desert tortoise may inhabit Red Mtn. and Cottonwood Canyon WSAs.

Wilderness and Wildlife

Olaus J. Murie

WE WERE ON an uninhabited land in the Western Aleutians, a treeless island rising from the sea in a rugged volcanic mass. But it was summer and, characteristically in the Aleutians, the lower slopes and valleys were clothed in luxuriant green. Truly a bit of real wilderness in the open sea.

Doug and I had laboriously climbed a lava slope. The great volcanic cinders were somewhat softened by a clinging carpet of moss and other hardy plants, but the footing was still treacherous. We had stopped to rest on a convenient knoll. Our purpose was to investigate the extent of a sea bird colony, chiefly least auklets. The birds were flying over the lava beds, flocks of them coming in from their feeding grounds out at sea, to bring food to their young ones hidden deep in the rock crevices. Swarms of birds coming in, others going out. Everywhere the peculiar chatter of auklets, underground and on the surface, where many stood on boulders, nodding and calling in auklet fashion.

We had been silent for some time. Then Doug remarked, "You know, these birds certainly give life to the landscape, don't they?"

His words gave me a start, for my own thoughts had been dreamily concerned with the same theme. And it brought back similar conversations elsewhere, on the subject of wilderness and wildlife.

I looked down the slope to the boulder beach, where the surf was breaking and where two of the sailors had managed to land us with the dory. A safe distance out from the shore lay our ship at anchor, patiently standing by while we accomplished our investigations ashore. From the sea came the endless procession of birds, swarms of them, and other flocks streaking back to the salt water. A few gulls stood about, shiny white on the green vegetation. Above us the ever-present fog dallied about the mountain top, and a parasitic jaeger hovered here and there in the edge of it. Some of the auklets flew into the fog, sure of their orientation in spite of it. Somewhere a blue fox barked.

We did not say much, but Doug and I talked briefly on this matter of wildlife. Only a word or two now and then. Mostly we lay back against the moss and thought, and listened, and looked. We clearly sensed each other's enjoyment, and there was gratitude for this experience on a bit of wilderness flung up from the sea.

I once spent a night in mid-October camping with my two small boys in a high valley in northwestern Wyoming. It was a wide, flat valley, with a stream meandering through it. The land was tinted with the yellow of the cured grass and acres of gray-green sage. On the other side rose the green pine forest. The sun sank behind a low ridge. From our camp we saw two or three bands of elk in the distance. The bugle notes of an old bull floated across the valley. Another sounded faintly in the distance. A small band of geese winged



Olaus Murie bends the upper Yellowstone River in the Yellowstone Wildlife Area in Wyoming, 1963.

across the sun-tinted land, "hook a hook hook," and settled on the water in a band of the stream. The sun was soon gone and dusk descended quickly. Wide-eyed, the boys looked out upon the darkening wilderness. The

six-year-old spoke up: "Daddy, seems like we are the only people in this country." As he spoke, a new chorus came across the dusk, the evening song of coyotes.

We slept under the stars that night, and the light of a crescent moon. Dreamily we heard the howling of elk, until we fell asleep. Next morning we awoke with frost on the blankets. We watched the sun touch the hilltops, listened to the galling of wild geese. A squirrel chattered in the trees behind us.

What constitutes wilderness? Surely not merely a certain landscape. The earth in the throes of its development has thrown up mountain ranges, created valleys, furnished us lakes and streams, glaciers, snow peaks, all the varied landscapes that please our esthetic natures. But it is not entirely the dead earth forms that we enjoy. There must be a certain degree of solitude, simplicity. At least the absence of the mere mechanics of our more crowded civilization. And life, in its various manifestations, has become a part of the picture. The attractive forests are living things, the grasses of the meadows give color to the scene, the very lichens which tint and soften the aspect of rugged cliffs are part of animate Nature. We could not spare the wildflowers, nor the butterflies among them. Bird song and bird forms belong there. Wild geese are always inspiring, even when their strong voices come down to us from the night skies over a great city. How much more so in a highland meadow, or on the northern tundra in spring! How much more impressive a wilderness at dusk, when the air is mellowed with the soft hoot of the great horned owl!

A group of mountaineers encounter a band of wild sheep, or a mountain goat, and put it down as a notable event of the day. The lovely marmot, the soaring eagle, are alike features of alpine landscape. Compare a pet deer, interesting, attractive, "cute," but also over-fed and clumsy, with a deer in the wilderness—alert, poised for flight, every inch alive! A tame bear is pretty much a clown. The wild bear—running, wary, and all the more attractive for his aloofness. From the standpoint of the sportsman the game species in the wilderness are doubly valuable—for their greater wariness or "gameiness," and for the fact that they inhabit environments of natural beauty and inspiration which to the true sportsman are as much as the bag.

The task of keeping for future Americans our unspoiled wilderness concerns us all. A living wilderness, in its literal sense, appeals to many groups of varied tastes and needs, whatever their special interests may be. There is here opportunity for all outdoors men to recognize the common interests and work together for a multiple common cause. Wilderness must be kept whole, with all its physical as well as more intangible parts.

This article appeared originally in the December, 1949 issue of *The Living Wilderness*.

OR-2.8
(cont.)

Although it is true impacts to some wildlife species will be negligible on a statewide basis, regardless of the alternative selected, this is not the case for every species. This is due to the fact BLM WSAs represent only 6% of the landbase in Utah and habitat for many species is limited on the arid lands managed by BLM. Desert bighorn sheep have 23.5% of their statewide habitat inside BLM WSAs, an impressive statistic given the fact WSAs comprise only 6% of Utah. The remaining habitat for this species is largely found in undeveloped lands inside areas managed by the National Park Service (Canyonlands N.P. and Glen Canyon NRA). Since desert bighorn are sensitive to human disturbance (DEIS, page 77) any loss of their habitat could be disastrous particularly when one quarter of their habitat is inside BLM WSAs. Of seven areas in Utah that contain Rocky Mountain bighorn sheep, five are in WSAs. Bison habitat in WSAs amounts to nearly 50% of the statewide total. As previously discussed, the state's prime cougar and black bear habitats are in BLM WSAs. BLM WSAs are critical for certain aquatic species including the Snake Valley Cutthroat Trout (virtually 100% of this species habitat is within the Deep Creek Mtns. WSA) and the endangered fish species found in the Green and Colorado Rivers (Desolation Canyon has spawning habitat for the Colorado squawfish).

OR-2.9

Even if the WSAs have relatively low habitat acreages and numbers for certain wildlife species, it does not mean the importance of this species inside the WSA is negligible. The parameters of life in arid areas, including most BLM WSAs, are narrow. Therefore, wildlife that make WSAs their home are important indicators of a region's diversity and health. In addition, WSAs, if protected, may become more important for wildlife as other areas are developed and habitat is severely altered or lost.

OR-2.10

It is not the numbers of wildlife that is important, rather it is their very existence that makes the wilderness worthwhile. Surely loss of the bald eagles in Westwater Canyon will not place the nation's eagle population in danger, but what a loss to the value of Westwater Canyon! Is watching a herd of elk grazing undisturbed in a wilderness meadow the same as seeing them along the highway in winter? Spotting a cougar track in the sand in Carcass Canyon, or watching bighorn sheep scramble up a talus slope in Dark Canyon, gives a whole new dimension to one's wilderness hike. Loss of wildlife in wilderness is a far greater loss than mere numbers would indicate. We have included in this comment a short essay, *Wilderness and Wildlife*, by Olaus J. Murie. It would serve the writers of the wildlife section well to review this essay when considering the importance of wildlife in wilderness.

OR-2.11

Wildlife is an integral part of wilderness and it should be properly analyzed in the EIS. The unfortunate omission of wildlife as a major statewide issue jeopardizes the EIS's analysis of one of the most critical values of wilderness. The lack of detailed analysis and information in the SSAs and in Volume 1 makes it impossible to determine what impacts could be expected under the various alternatives.

Vegetation/Diversity

The DEIS does not identify vegetation as one of the 12 major issues needing a statewide analysis. This is justified (page 183, DEIS) by noting the statewide impacts on vegetation would be minimal partially due to the fact "only" 215,967 acres could be potentially disturbed. Although this number appears to be small, the impacts on vegetation on a statewide basis need further analysis. No doubt BLM reached this conclusion in part due to the broad scope of the vegetation types identified in chapter 3 (pages 63 and 64). This needs reconsideration in the DEIS.

It is ironic three of the twelve major issues identified deal with livestock grazing and none with vegetation upon which the livestock depend. The topic of Livestock Grazing Levels was chosen as a major issue yet Table 9 (page 29) clearly notes the number of licensed AUMs would remain the same regardless of the alternative. Livestock forage in the WSAs amounts to only 96,521 out of 6,003,372 AUMs statewide (page 81) or only 1.6% of the AUMs in Utah. Of the 6,565 livestock operators in Utah, at most 423 utilize the forage in WSAs. This amounts to only 6% of the livestock operators. Why was vegetation not selected as a major issue yet three of the 12 issues selected deal with livestock?

Vegetative components of WSAs are important from a statewide perspective. Their importance cannot be diminished because WSAs comprise only 6% of Utah's landbase. For example, the Great Basin WSAs contain coniferous forest types that are small compared to the forests of the Wasatch and Uinta Mountains. However, these "island ecosystems" are extremely important for scientific study and represent, in many cases, relict populations whose ancestors inhabited the area at the time of Lake Bonneville. The loss of this resource would be far greater than the mere loss of a few acres of conifer trees. The importance of vegetation types in WSAs are of much greater importance than their acreage would indicate. That is precisely why vegetation should be included as an issue in the EIS.

BLM's analysis of diversity has overcome some previous problems. The Bailey-Kuchler system was used to determine vegetation types which were the basis for the analysis of diversity and geographic distribution. BLM did not use these factors to eliminate areas in the Proposed Action (see page 255). This apparent change from the earlier SSAs is very positive and commendable. Nevertheless, the use of the Bailey-Kuchler system to determine vegetation types is overly broad. For example, the DEIS lists 1.4 million acres of piñon juniper type found within WSAs (page 64). However, the piñon-juniper types of the Great Basin are different than those of the Colorado Plateau. The species of piñon pine in the Great Basin (Pinus monophylla) is different than that found on the Colorado Plateau (Pinus edulis). This broad classification downplays the importance of each vegetation type and does not recognize the differences and ecological values of areas lumped into one large classification. Using a refined version of Bailey-Kuchler, one which breaks the broad types into sub-groups, would help alleviate this concern.

OR-2.12

OR-2.13

OR-2.14

OR-2.15

Vegetation is an important resource in terms of diversity. As noted, the various types found within one of BLM's broad categories are very diverse and important. They tell a story of evolutionary history and species dispersal. Although BLM has recognized the importance of Threatened, Endangered and sensitive plant species that occupy narrow niches, the importance of other species, which may be rare in Utah WSAs and common elsewhere, or species "living on the edge" as many plant communities do in the desert environment, have not been recognized. The species that barely extend their range into BLM WSAs in Utah are important to our understanding of how species develop and how species are dispersed. Species found in harsh environments inside WSAs outside of their "normal" range give us clues to genetic diversity and differences within species and may tell a story of climatic changes. Just because a single species or plant community is common elsewhere does not diminish their statewide importance in WSAs.

The DEIS has made a good attempt at identifying and analyzing the Threatened, Endangered (T and E) and sensitive plant species that occur inside WSAs. However, this analysis is inconsistent and incomplete. For example, Appendix 4 submitted by the USFWS shows far more Threatened, Endangered and sensitive plant species than do the tables on page 64 in the DEIS. Why were numerous species listed by the USFWS omitted from the analysis in the DEIS? Examples include a rare plant in the Deep Creek Mountains, Hackelia ibagensis, and Pediocactus winkleri and Erigeron kachinensis. In all, the DEIS (page 64) lists only 17 T and E or proposed T and E plant species yet the letter from the USFWS lists 44 plant species in this category. Why is there such a discrepancy?

BLM's statement on page 184 (a rationalization for not selecting vegetation as an issue) refers to T and E species by stating, "Because necessary measures would be taken to protect these species, it can be concluded that the viability of populations of threatened, endangered, or sensitive plant species would be preserved with any of the alternatives." This statement is flawed. The Mexican Mountain SSA clearly indicates on page 40 (Vol. VI):

"additional access would become established in the 12,850 acres of the WSA not designated. This could increase the threat to Sclerocactus wrightii. The area not designated includes the one known site for this species. Also in the undesignated area, ORV use could eventually become established into the habitat area for Erigeron macgillii due to its proximity to Buckhorn Draw."

Anything but the All-Wilderness Alternative could result in the loss of these species because the area is open to ORVs. Similar situations exist in other WSAs (Moquith Mtn. and other San Rafael WSAs) with respect to T and E plant species. It cannot be automatically concluded these species will survive without wilderness designation especially given the reluctance to close areas to ORVs and the fact the Section 7 consultation and mitigation will only be done on proposed projects which would cause surface disturbance such as mineral activity. Realistically speaking, there is no protection for T and E species in areas open to ORVs.

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Although BLM did recognize rare and sensitive plant species in the DEIS, the analysis was incomplete. The failure to identify vegetation as a major statewide issue, particularly when three major issues deal with livestock grazing, shows a bias against natural values and an inconsistency in the selection of issues.

Livestock/Range

One of the biggest myths facing wilderness designation is that of grazing of domestic livestock inside wilderness areas. The BLM DEIS correctly notes that grazing will continue inside designated wilderness by noting, regardless of the alternative, 96,521 AUMs (licensed use) would continue inside wilderness study areas (see page 29, volume I). However, the DEIS fails in a few respects to adequately analyze grazing inside wilderness study areas.

OR-2.19

A comparison between the BLM WSAs and other BLM areas would have been useful. The DEIS on page 82 notes the 96,521 AUMs in WSAs in Utah represent about 10% of the AUMs allocated on public land in Utah. Why were figures listing AUMs for the entire state not given?

OR-2.20

BLM WSAs comprise approximately 15% of the land managed by the BLM in the state of Utah. Yet these same WSAs have only 10% of the AUMs allocated on BLM lands. Therefore, the BLM WSAs in Utah are disproportionately unimportant for forage production as compared to the rest of BLM lands. In fact, other BLM lands are 50% more productive when considering the amount of forage allocated in Utah.

OR-2.21

BLM has recognized this fact by stating on page 82, "In many cases, for those allotments containing areas under wilderness review, the WSA portion of the allotment is unsuitable or marginally suitable for livestock grazing due to rough terrain, relative absence of vegetation, and lack of water in many WSAs." However, this brings to light another question. Is the amount of forage actually utilized in WSAs less than the 10% figure which is allocated statewide? How was the licensed use figure of 96,521 AUMs calculated?

The forage allocation figures associated with the various alternatives need better analysis. For example, Table 9 (page 29, volume I) gives various figures of potential AUMs from improvements that could exist within the WSAs. However, there is no discussion in the DEIS whether these AUMs are, in fact, permanent. Vegetation treatments only increase AUMs over the short term. In addition, there are no numbers given for changes (additions) in AUM numbers from improving water (springs, seeps etc.), grazing systems or improved management. All changes, are apparently attributed to vegetation manipulations.

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The economics of these proposed range improvements are not analyzed in the EIS. There is no indication of the economic likelihood certain range improvements will, in fact, be developed. For example, the DEIS notes 24,479 acres (4,317 AUMs) of proposed range improvements would be foregone in the proposed alternative. Yet there is no indication if these 24,479 acres are, in fact, capable of being treated.

OR-2.23

COMMENT LETTER OR-2

OR-2.24

Also, the economic analysis is confusing when looking at range improvements and AUMs. The appendix in Vol. 1 lists two separate figures for AUM values, \$1.66 and \$1.40 (see page 35d). Why is there this difference? Also, there is no economic analysis of the revenues to the federal government versus the costs. Range treatments run about \$35 per acre. The BLM could conceivably treat 40,493 acres and gain 7,373 AUMs. This amounts to 5.5 acres treated per AUM increase. Given a life expectancy of 20 years, the net return to the government is negative. This needs to be shown in the EIS.

OR-2.25

Furthermore, the acreage of potential land treatments listed for the non-designated portion under the preferred alternative is 25,014 acres (3,056 AUMs). This amounts to 8.2 acres of treatment per AUM of forage which is less productive than the 3.6 acres of treatment per AUM in the portion that would be designated wilderness. Therefore, there would be no significant loss of forage from designating the additional acreage excluded from the BLM's proposed wilderness alternative since it is much less productive than the terrain in the recommended acreage.

OR-2.26

Table 67 on page 116 conflicts with table 70 on page 141 and the other tables in chapter 4 showing existing and proposed range improvements as to what improvements would be allowed in designated wilderness. The footnotes are placed in the wrong spots on table 67, which would seem to indicate all improvements would be banned. This is obviously not intended and in fact conflicts with the statements throughout the DEIS that most improvements would be allowed. The placement of the footnotes on table 70 is correct (assuming the proposed increases in AUMs come only from the vegetation manipulation projects).

OR-2.27

The EIS is flawed in its analysis of impacts on ranching practices. Under the heading "Impacts on Ranching Practices" (page 116) it lists 5 WSAs with sheep that could be affected by limiting use of ways for water hauling or salting purposes under the proposed action. However the SSAs for those specific areas note that little motorized use for grazing is currently taking place. The ways on the "benches" that are used for these purposes are excluded in the BLM preferred alternative in the Notch and Howell Peak WSAs. Even more disturbing is the listing of Floy Canyon. The sheep allotments occur in the southeast corner of the WSA. However, this alternative only selects the northern third of the WSA for wilderness. There is no sheep grazing within the partial wilderness proposal in this alternative.

OR-2.28

The most disturbing aspect of the EIS is the total lack of analysis of the impacts of livestock grazing to the various resources under the various alternatives. For example, what happens to wildlife numbers if certain grazing improvements are allowed to occur? What happens if existing levels of livestock grazing are maintained? Are any areas presently over-allocated and causing erosion to soil or damage to other resources?

COMMENT LETTER OR-2

OR-2.29

The BLM does not show how much of a "temporary" loss of forage would result from minor activity in areas not designated as wilderness in the proposed action. Given the unlikely event of seeding or reseeding areas with less than 1" of precipitation per year (Valentine, 1980), it appears many WSAs would have little chance for recovery of surface disturbance since rainfall is less than 1" in the non-mountainous WSAs. Therefore these "temporary" forage losses could become permanent. If the 63,853 acres of surface disturbance in the non-designated portion of Alternative 1 were as productive as the 25,014 acres of land (outside the recommended portion) scheduled for vegetation manipulation, there would be a net loss of AUMs. In fact, the least loss of forage from mineral and energy exploration would occur under the All Wilderness Alternative.

Predator Control

This issue needs a more thorough analysis in the EIS. There are several problems and inconsistencies with the way the issue had been handled in the DEIS.

The BLM, in both the DEIS and in letters to UWA, acknowledges that predator control activity is taking place within BLM WSAs. The IMP notes:

Animal damage control activities directed at individual offending animals, and not indiscriminate control of populations, may be permitted, so long as this will not jeopardize the continued presence of any species in the area. (page 22)

BLM has interpreted the IMP to be substantially different than the wilderness management policy (WMP). However, the wilderness management policy (WMP) is partially based upon similar principles as those found in the IMP. The WMP requires that predator control be done only on a "case-by-case basis" to "prevent special and serious losses of domestic livestock" with control activities "directed at eliminating the *offending individuals*" (WMP, page 19, emphasis added). This is strikingly similar to the language in the IMP which directs the control activities be targeted at the "individual offending animals." The intent is clear. Predator control in wilderness and in WSAs is to be carried out in a manner which targets the offending individual animal(s). Therefore, BLM's assessment in the DEIS that designated wilderness areas could become "sanctuaries" for predators and could result in additional livestock (sheep) losses (see page 117, DEIS) needs a closer look. There would be no change from the principle of targeting the "offending individuals" from WSAs to wilderness areas. Given this fact, what would be the impacts of wilderness designation on predator control activities and its effectiveness?

OR-2.31

The analysis on page 117 (Vol. 1) is wrong. It says Turtle Canyon is a WSA where predator control could be constrained and higher losses could be expected because it is one of 8 WSAs "where sheep grazing occurs." However, the site specific report in Vol. VI clearly notes only 30 acres of a sheep

OR-2.31
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allotment is in the WSA and that it has not been grazed since 1975). There can be no predation upon sheep where sheep are not found. Floy Canyon is in a similar situation. Although two sheep allotments occur in the WSA, they are not within BLM's partial alternative which has been selected as the proposed action.

Summary

The only conclusion the EIS should reach is that wilderness will have no substantive effect upon grazing operations. The Wilderness Act and Congress have made it clear grazing will continue in designated wilderness areas. It is also clear from reading the EIS the analysis of predator control must be clarified.

The EIS makes it clear the WSAs are less important than other BLM lands in their forage production and potential for production. Wilderness designation would have little or no negative impact upon domestic livestock.

Minerals and Energy

The minerals and energy section of Volume I is very disappointing because it fails to do what a statewide analysis should do--give some indication of the comparative significance of the mineral and energy values in WSAs to the state and nation as a whole. An attempt is made in Volume I, but the analysis is one of "apples and oranges"; it compares *proven reserves* for the entire state vs. *hypothetical/speculative resources* for the WSAs. The numbers bear out the futility of such a comparison. The WSAs contain more than 5 times as much oil and gas as the rest of the state combined, including WSAs! This holds true for other resources as well. While the comparison is absurd, it nevertheless tends to bias the analysis of WSAs' importance for minerals and energy.

Any accurate and fair analysis should consider proven reserves in WSAs vs. proven reserves for the state and nation as a whole, or hypothetical/speculative reserves for the WSAs vs. hypothetical/speculative reserves for the state and nation. This would provide a reasonable basis for comparison of the relative importance of WSAs. If such numbers cannot be obtained, then the comparison in the DEIS should be eliminated from the final EIS. Then we can assume what the industry has assumed all along--that the WSAs have the least potential for development. Otherwise they would not be the last lands remaining undeveloped.

OR-2.32

Another indication of the inaccuracy in using the figures in the DEIS comes from reviewing the study conducted by Oak Ridge National Laboratory (ORNL), Wilderness Designation of Bureau of Land Management Lands and Impacts on the Availability of Energy Resources. According to ORNL, the amount of oil and gas that can be "reasonably attributed" to the 25 million acres of WSAs throughout the West is 500 million barrels (p. 7). This is 53% of the 950 million barrels the DEIS attributes to Utah WSAs alone! While the DEIS does question the accuracy of the 950 million-barrel figure, it is still the only number used as an indication of the mineral potential of WSAs statewide. This gross exaggeration is made for other resources as well. The Oak Ridge study indicates the potential oil and gas resources for Utah WSAs is closer to 100 million barrels (p. 43). Therefore, BLM's description of the mineral and energy potential for individual WSAs is generally 10X higher than is reasonable to assume. It should be noted that Oak Ridge estimates are described as "reasonable upper limits" (p. 38). The DEIS must portray the "worse-case" scenario, but it must also provide a realistic view of resource potential. Using only the 950 million barrel number biases the study against wilderness.

Consideration of the Oak Ridge analysis sheds new light on the resource potential of individual WSAs. Those with an f(2) rating for oil and gas are generally described in the DEIS as having potential for 3 million barrels of recoverable oil. If the statewide total (derived from the individual WSAs) is over stated by a factor of 10, then the potential for individual WSAs with an f(2) rating is likely closer to 300,000 barrels. This is a significantly different potential and further indicates the unimportance of WSAs for mineral and energy production. More realistic numbers should be used in BLM's analysis.

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OR-2.34

There is also a problem with the favorability ratings, i.e., how high is "high" or f(4). An example of this problem can be found in the analysis for the Deep Creek Mountains WSA. The Deeps are given a favorability rating for gold of f(4), the highest rating possible. What rating would be given to the world's largest gold mine? An f(4), of course, the same as the Deep Creek Mountains! Desolation Canyon rates an f(4) for hydropower. What would the Columbia River score? An f(4), same as Desolation Canyon! Are some of Utah's WSAs really as "favorable" for oil and gas as Oklahoma and Texas oil fields? This might seem a bit facetious, but again the point is, the analysis is giving the mineral and energy potential of WSAs undue significance. We recognize that placing all resources in one of only four possible rankings will result in some gross disparities. But it simply points out the need for the EIS to do a much better job in identifying the real significance of these WSAs to development locally, and in the state and nation as a whole. If the EIS cannot do this the minerals analysis is useless. This is a critical shortcoming in the DEIS because mineral potential has been the deciding factor for many WSAs.

OR-2.35

The final concern with the rankings is they are based strictly on quantity, and not the likelihood for development which is far more important. This process is severely biased against large wilderness areas. For example, if a 300,000-acre WSA contains an estimated 12 million barrels of oil, and a 5,000-acre WSA contains an estimated 8 million barrels of oil, the 300,000-acre unit receives a higher "f" rating (f(3) v. f(2) for the smaller area). However, which one is most favorable for development? The larger area which might require hundreds of wells and a thousand miles of pipeline to extract the resource, or the small area which could extract nearly as much with a few wells and a few miles of pipeline? Obviously, the "favorability" rating is generally unimportant in determining the viability of areas for development.

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Given the problems noted above and the speculative nature of most of the mineral data used, we are very concerned with the number of areas, or portions of areas, excluded because of potential mineral conflicts. These exclusions would be more understandable if the information used in making the decisions was the best obtainable, and if this were the last stage of the process. But that isn't the case. More detailed, independently-gathered information will be available from the GS/BM reports when they are prepared. Unfortunately, the reports will only be prepared on those WSAs that are found "suitable" at this stage of the process. BLM then has one more chance to reassess the wilderness values and mineral trade-offs that could occur with wilderness designation. Equally as important, Congress will have the best information obtainable when making the final decision on these areas. It would be tragic if Congress has only the Bureau's current highly speculative analysis to compare with Industry's claims, when they could have the more thorough GS/BM analysis to rely upon when making the ultimate decision on areas BLM now finds "unsuitable".

This problem is especially acute in the Book Cliffs WSAs, where BLM has recognized the wilderness values to be unsurpassed yet recommended only 23,000 acres of a 200,000+ acre area because of

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potential mineral conflicts. At the same time, BLM's analysis is that the WSAs have only "low to moderate" favorability and state in each site specific analysis that likelihood of development is low. Given the contradiction between the recommendation and the analysis, and the fact the Book Cliffs are the most important wildlife habitat on BLM lands in Utah, it is unconscionable to think BLM would find these WSAs "unsuitable" based on the current speculative information rather than obtain the GS/BM reports before making the final ruling on the Book Cliffs' suitability. Mt. Pennell WSA is another glaring example of an area found unsuitable with only low mineral potential.

OR-2.37

The DEIS has erred by using 1982 leasing information in the analyses of individual WSAs. The final EIS should contain the most up to date information available in order to assess the acreage under lease in the WSAs. This is particularly true for pre-FLPMA leases, most of which will soon expire. It does no good to have "old" information when making decisions, especially when more current information is available.

OR-2.38

The assumption behind the decision to use 1982 data is flawed. The assumption is that the 1982 figures are an accurate depiction of the interest in leasing the WSAs, if the leasing ban were not in effect. However, the acreage of BLM land leased in Utah has declined from 19.2 million acres in 1984 (BLM Facts & Figures for Utah 1984) to 12.4 million acres in 1986 (telephone conversation with Orval Hadley, State Office, BLM), a 35% decline. Much of the decline in acreage leased in WSAs would have occurred even without the leasing ban. When wilderness designation is being discussed the concern will be over what is currently leased, not what was leased in 1982.

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Along with a depiction of the current acreage under lease, the final EIS should also include leasing maps such as those contained in many of the draft SSAs. The maps should delineate between pre and post-FLPMA leases. These maps were notably absent from the DEIS, as were maps showing mining claims, coal leases, and other pertinent mineral information. We strongly encourage BLM to include such maps in the final EIS. They are far more valuable than just the acreage numbers.

OR-2.40

Water

The issue of federal reserved water rights in wilderness areas (the Kane decision), while hotly debated at present, is likely to become the biggest non-issue in the BLM wilderness review. The status of reserved water rights in wilderness is such that they cannot usurp existing rights, nor can water be reserved by the federal agency unless available water exists and then only to preserve wilderness values. Those who have attempted to raise the issue to a feverish pitch have simply found an argument of convenience and a "red-herring" to further their anti-wilderness arguments. We applaud BLM's handling of this issue and willingness to carefully analyze all the potential impacts. We are confident such an analysis will place the issue alongside the rest of the wilderness myths.

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Regardless of the above discussion, we can never lose sight of the value water has to wilderness. It simply makes no sense to dewater a wilderness area, thereby destroying the natural values--wildlife, fish, and riparian habitat--the wilderness was designated to protect. All avenues must be pursued to assure there will be adequate water to preserve wilderness values within these areas. Since wilderness is non-consumptive of water, it assures downstream users of a constant supply.

OR-2.42

The inventory of major surface water supplies within or bordering WSAs (Table 24, Vol. 1, p. 66) should be upgraded. Some of the major water supplies missing from the list are Rock Creek and Flat Creek in Desolation Canyon, Indian Farm Creek in the Deep Creek Mountains, and the Little Dolores in Westwater Canyon.

Recreation

Perhaps the opening statement in the recreation section of Volume I describes the issue best: "Wilderness designation, from the recreation user's standpoint, is primarily a trade-off between non-motorized and motorized recreation opportunities." Designating 3.2 million acres of WSAs as wilderness (15% of BLM-administered land), leaves 85% of the land available to motorized recreation. That can hardly be construed, from the motorized recreation user's perspective, as unfair given the fact there are as many recreationists using the land for non-motorized uses as there are for motorized uses (p. 87). This holds true for Utah as well as the nation.

The Volume I overview of recreation trends and the value of WSAs for recreation is quite good. The analysis consistently shows that from a recreational standpoint, the WSAs are far more important for their primitive recreation opportunities than for other forms of recreation. Trends show that in the future the demand for wilderness-type recreation will increase at a faster rate than the population growth (DEIS, p. 86). As development pressures increase, the roadless land base will decrease. Those seeking a wilderness experience will be forced into designated wilderness areas. The WSAs will become increasingly important for primitive recreation.

For the most part, the recreation conflict in WSAs is between backpackers/hikers and ORVs. The 1980 SCORP indicates hiking/backpacking activities were slightly more popular than ORV activities (DEIS, p. 87). It hardly seems unreasonable to set aside 15% of the land for the hikers and backpackers, since 85% would remain available to ORVs. Of course there are other considerations (i.e., minerals) when determining wilderness suitability, but excluding land strictly for ORV use is not justified. Only 2% of the vehicle ways in the state are in WSAs, and many of the ways in these areas are not used.

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The DEIS, Vol. I, identifies 29 WSAs as having high value cultural resources (p. 85), but states there are opportunities for archaeological sightseeing in only 12 areas (p. 88). Why the discrepancy?

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We have discussed recreational values, as they relate to individual WSAs, in our site specific comments. However, the statement, "BLM recreation specialists in Utah identified only two areas with important nonmotorized--motorized recreation use conflicts: Moquith Mountain and Crack Canyon" (DEIS, Vol. I, p. 89), brings into question BLM's exclusion of acreage in many areas because of ORV conflicts, particularly Paria-Hackberry, Mexican Mountain, and the Sids Mountain corridors

OR-2.45

Wilderness Values

Our discussion of the DEIS' analysis of wilderness values for individual WSAs is found in our site specific comments. However, the inconsistency in how wilderness values were identified and quantified in the DEIS needs further consideration.

The Moab District write-ups have done an excellent job in identifying wilderness values in the WSAs. Indeed, this is one of the more positive aspects of the entire DEIS. For a long time BLM failed to recognize the outstanding wilderness values of many Moab District WSAs, most notably the Book Cliffs, but the analysis in the DEIS is commendable. At the other end of the spectrum are the Cedar City District write-ups. If anything in the DEIS can be considered blatantly anti-wilderness, it is the analysis of wilderness values in Cedar City District WSAs. Some of the West Desert write-ups have problems, as do others in the Richfield District.

The analyses of wilderness values in the Kaiparowits Plateau region, is atrocious. Consistently the criteria in assessing opportunities for solitude have been misapplied and misinterpreted. The only criteria considered have been topographic and vegetative screening. Even then, the fact the Kaiparowits has numerous, dense stands of piñon-juniper and is cut by innumerable canyons, is ignored. No consideration has been given to the relationship of size (700,000 acres of roadless country) to opportunities for solitude. No consideration has been given to the lack of outside sights and sounds affecting the solitude of users. No consideration has been given to the remoteness of the area, where you can travel for days without encountering another person. Simply because the land is not "standing straight up" and smothered in vegetation, BLM has determined much of the Kaiparowits lacks opportunities for solitude. How an area (Wahweap WSA) of 134,000 acres in size can possess solitude on only 13,000 acres is beyond comprehension.

In many instances, the DEIS' exacting acre-by-acre inventory of wilderness characteristics views each portion of land as if it were divorced from the surrounding land. The mesa tops are an integral part of the canyons they divide. The openness of the desert is the single-most important factor in the feeling of isolation one receives in southern Utah. You cannot experience the vastness of the "redrock" country from the bottom of a canyon the way you can from the top of the Kaiparowits Plateau. Wilderness values must be judged on reality--how the land is actually used rather than whether people could hide themselves if thousands invaded the area at once.

Findings that much of the Kaiparowits lacked wilderness values were consistently rejected by IBLA. Why BLM continues to cling to these unsupportable claims is very troubling. Is it because the area's coal resource blurs BLM's vision when looking for wilderness values? Or is it simply an unwillingness to admit past errors? No one can argue that a potential conflict exists on some of the

OR-2.46**OR-2.46
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Kaiparowits units between wilderness designation and coal development, although we might argue on the level of conflict. But it's foolish for BLM to continue to argue the Kaiparowits lacks wilderness values. It is misleading and leaves the Agency wide open to charges of perpetuating an anti-wilderness bias.

We generally concur with the analysis in Chapter 4, Environmental Consequences of Alternatives, that wilderness values could be lost on all areas not designated wilderness. We disagree with the conclusions that it is unlikely. In fact, from the recommendations made in the RMPs and MFPs, it appears almost nothing will receive protection from development unless designated wilderness. This is a sad commentary on BLM's planning process, but at least is accurately portrayed in the worse case analysis.

Another improvement in the DEIS over past decisions, is the use of diversity in making recommendations. As discussed in the Vegetation section, Bailey-Kuchler is not adequate for describing the diversity found within WSAs. Therefore, the incredible biological diversity of WSAs is not accurately displayed. However, the improvement comes in the decision to not use diversity in arguing against an area's suitability.

Table 53 (pp. 91 & 92) is incomplete. Many areas contain special features that are not included on the chart. For instance, special ecological features are described in part as, "the presence of animal species inhabiting only remote areas free from human disturbance. Such animals include elk, bear, cougar, bison, etc. (bighorn sheep)". Canyon Mtn. and Parunuweap Canyon contain cougar, the San Rafael Reef is home to bighorn sheep, and Floy Canyon harbours elk, bear, cougar, and bighorn sheep. None of the four WSAs are shown on Table 53 as having special ecological features. Many minor errors such as these exist on the listings of special features.

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OR-2.49

Cultural/Historic Resources

A Memorandum of Understanding between BLM and the Utah State Historic Preservation Officer (DEIS Vol. 1, p. 355) details BLM's approach to cultural resources in the wilderness process.

"Cultural values would not be adversely affected as a result of the actions proposed in the Wilderness EIS. The Bureau has entered into this Memorandum of Understanding with the State to document the determination of no adverse effect to cultural values resulting from action proposed in the Wilderness EIS.

Field inventories have not and will not be conducted for any of the actions proposed in the Wilderness EIS. No direct or indirect effects to historic and cultural properties generated by this undertaking could reasonably be expected to occur and, therefore, no stipulations are proposed in this MOU.

Future activities may be conducted in areas managed as wilderness that may have an adverse effect on historic and cultural properties. Environmental assessments will be done on a case-by-case basis as needed and proper action taken to avoid, mitigate or minimize the adverse effect from such actions." (MOU 1983).

It cannot be concluded cultural resources will not be adversely affected as a result of the actions proposed in the DEIS. The DEIS states when access is easy such as on roads or use of motorized vehicles, cultural site vandalism increases. Since most areas are open to ORV use in Utah, the cultural resources will be negatively impacted by any alternative that leaves or opens up areas to ORV use, seismic exploration and the like.

BLM offers specifics concerning its management approach to cultural resources in Appendix 1, Part A on page 202 of the DEIS.

"Cultural resources, in most instances, will be subject to the forces of nature in the same manner as other wilderness resources. Study or management will not normally include any excavation, stabilization, or interpretation activities. Salvage, rehabilitation . . . on archeological and historic sites, excavation; and intensive inventories may be permitted on a case-by-case basis . . . State Director approval is

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required for all such projects. Those sites or structures that do not qualify for the National Register may be allowed to deteriorate naturally, or be removed or obliterated."

The above management approach specifically counters what BLM writes on page 85 of Vol. 1

"Long-term strategies for management of cultural resources revolve around the following use categories: (1) current scientific use, (2) potential scientific use; (3) conservation for future use, (4) management use, (5) sociocultural use; (6) public use; and (7) discharged use."

Why does this discrepancy exist? And which management direction will the BLM follow when it comes time to manage BLM wilderness? Fed Reg., Vol. 47, No. 23, p. 5108 states

"A detailed wilderness management plan for each area will not be developed during the wilderness study. However, the wilderness study should consider the basic thrust of the wilderness management appropriate to the area in view of the expected uses and activities in the area. . . . Attention should be given to means for protecting wilderness characteristics (including special features) . . ."

The confusion in the DEIS how the BLM will manage for cultural resources does not satisfy the detail necessary in the "basic thrust" concept required above and the BLM needs to correct this problem in the final EIS.

Inventories for cultural resources in WSA's are not planned. On page 243 of Vol. 1 the BLM says, "Wilderness designation would not change intensity or number of proposed archaeological inventories. Archaeological inventories would not be done in all WSA's prior to Congressional action." Nor, it seems, are they even allowed unless approved by the state director except on a case-by-case basis. The BLM admits less than 1% of the acreage under review has been inventoried for cultural resources and that the potential for discovery of additional sites (beyond the 1600 already known) is high within 50 WSA's. Yet nowhere is there even mentioned that a complete list of the known sites exists detailing the location, site type, site condition, site inventory, site ranking, present management direction, future management goals etc. BLM admits many more sites could exist and that they have no plans to do any surveys to find them. Once found it appears the management direction includes essentially either nomination of important sites to the National Register or leaving them "to the forces of nature in the same manner as other wilderness resources."

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No complete inventory has been done and there are not plans to do one. There is no mention of the range of site protection measures, possible damage from ORV use, archaeological consultation agreements with state universities etc. The management options are vague and limited and do not seem to address any specific area or objectives. All of this would seem to indicate the BLM has tried to make the idea of cultural resources a non-entity in the wilderness study process. In the least, that is unfortunate and would appear to go against the direction of the WSP (Fed Reg., Vol 47, No 23, Page 5106).

"However, as part of the wilderness study process, these (optional wilderness) characteristics should also be thoroughly considered when assessing an area's overall value as wilderness. These special features of the area and the degree to which their presence enhances its suitability for wilderness designation should be addressed through consideration of the area's ecological, geological, scenic and cultural features, and its scientific and education values. The evaluation should be based on an assessment of the estimated abundance or importance of each of these values to the area."

With no inventories, it is impossible to adequately address cultural resources

Section 2 (c)(4) of the Wilderness Act does mention cultural and historical values as components of a wilderness area. And if any agency should begin to address and define the issue of cultural resources within a wilderness area it is the BLM in Utah.

The Wilderness Act strictly prohibits certain activities such as roadbuilding, logging and certain surface disturbing activities. But its history demonstrates again and again the inherent flexibility of the law in dealing with issues such as grazing, fire control, water quality and recreation management in wilderness areas. All of these represent the dynamic aspect of the concept of wilderness management. In other words, inclusion of an area into the wilderness system represents a starting point in the protection of a valuable resource. Designation does not signal a point at which we can consider the land pulled from harm's way.

BLM has a unique opportunity to begin to creatively address the issue of management of cultural resources in wilderness areas. They also have the opportunity to define the concept of a wilderness area designated specifically to protect cultural resources. Disregarding these opportunities in the DEIS only compounds the other problems in the draft and indicates a lack of vision that will prove more harmful to cultural and historic resources than any of the "forces of nature."

OR-2.52

Socioeconomics

OR-2.53

The analysis of economic impacts of wilderness designation is insufficient and filled with unsubstantiated claims. Little or no evidence is provided to back up assertions of lost employment, income, and the like, and there is almost no discussion of the positive impact of wilderness. This is very surprising given the importance of tourism to Utah's economy

A far better description of the potential economic impacts of wilderness designation in Utah can be found in a report prepared by the State of Utah's Resource Development Coordinating Committee (RDCC), Wilderness Subcommittee (July, 1986). The report is quite clear in determining wilderness designation will have little or no impact on employment in the affected counties. In every instance--oil and gas, coal mining, power plant development, and uranium mining--the report concludes that the baseline projection for employment can be reached in the next 25 years regardless of wilderness designations. The only instances of potential negative impact are agriculture (if ranching practices are constrained) and Government revenues. Under a worse case scenario and including revenues to cities within the counties, no county is expected to suffer a significant loss of revenue. Trade and Services (including tourism), the largest industries in the affected counties, are expected to benefit from wilderness designation. Unfortunately, this report too fails to properly analyze the potential benefits of wilderness designation. BLM should rectify this shortcoming in the economic analysis.

Impacts on Employment and Income

In describing the potential impacts of the proposed action the DEIS states, "employment opportunities in Washington, Kane, Garfield, Wayne, Emery, and Carbon Counties have the greatest potential for significant impacts resulting from designation (emphasis added)" (p. 120). This claim is made without any supporting evidence or documentation. Under the proposed action how can Carbon County be significantly impacted? The only recoverable resource within the Carbon County portion of Desolation Canyon is oil and gas and the area with potential (Jack Creek/Peter's Point) is excluded from BLM's recommendation. Even under the All Wilderness alternative there would be very little impact. If everyone employed in oil and gas exploration in Carbon County was laid off it could not be considered significant since very few people in the County are employed in this field. (Note: Significance is not defined in the DEIS but is generally considered to be a 5% or greater change in the "base line" population for a given year (Utah Office of Planning and Budget and Utah Statute--Resource Development Act, S.B. 170.) If the DEIS is going to make outrageous claims about loss of employment, it is incumbent upon BLM to clearly indicate what potential jobs could be lost and from what projects. Again, the above referenced RDCC report concludes no loss of employment due to wilderness designation.

OR-2.54

All of the recreation-economic analysis is suspect, particularly the use of \$4.10/visitor day for non-commercial recreation. Most wilderness recreation is day-use or overnight use and entails a good deal of travel and a meal or two along the way. The money spent on travel, food, and other services is far in excess of 4.10/day. A more accurate estimation of money spent on wilderness recreation should be included in the final EIS.

OR-2.55

Finally, the EIS should recognize the counties that stand to lose the most from wilderness designation also stand to gain the most, since the counties identified as hardest impacted are generally the counties with the most potential wilderness. Given the fact the industries (Trade and Services) that show the most potential for growth are also the industries that stand to benefit from wilderness designation, it is likely that in many instances the counties with the most wilderness will benefit rather than suffer from wilderness designation.

Impacts on Government Revenues

This analysis is flawed and very biased against wilderness. Volumes II-VI use a figure of \$3/acre for oil and gas leases when the actual amount is \$1.52/acre. Thus the mineral revenue lost through wilderness designation is indicated to be twice as high as it actually would be. Volume I uses the correct figure. Why the discrepancy and what other explanation, besides painting a negative picture of wilderness, is there for inflating the amount of revenue lost? The same can be said for livestock grazing revenues (revenues lost from lost opportunities to increase AUMs) although the numbers used are less inflated but still inconsistent (\$1.40 and \$1.66). However, the livestock revenues raise another question. How can BLM determine the foregone potential of increased AUMs from land treatment would result in a loss of revenue, if the cost of the treatments is not considered? Indeed, the balance sheet shows that not doing the treatments is a more viable economic option for the government since the cost of the treatments will not be recovered by the increased AUMs. This is discussed in more detail in the Livestock section of our comment.

OR-2.56

While the negative impacts of wilderness designation are inflated in the analysis, the benefits are downplayed. A figure of \$1.00/user day is used in determining revenues from recreation while the User Day Fee Schedule shows the figure to be between \$1.90 and \$3.40 (Vol. 1, p. 359). Why the discrepancy?

The inconsistencies in the values (\$) applied to mineral leases, grazing and recreation should be corrected in the final EIS. The final EIS should not continue to inflate leasing and grazing revenues while downplaying the importance of recreation and tourism.

Land Use Plans and Controls

The discussion in the DEIS which details land ownership and management in areas adjacent to WSA is a clear indication of the important role WSAs play in maintaining Utah's natural environments. Eight WSAs border national forest lands, 30 border national park lands, four border Indian reservations, and two border the State roadless area. In every instance (except perhaps Moquith Mtn. WSA) wilderness designation would complement adjacent land management, and in some areas (i.e., Dark Canyon and the Escalante) BLM wilderness is the critical link, between Forest Service Wilderness and National Park proposed wilderness, in protecting entire canyons systems.

OR-2.57

The DEIS (p. 98) identifies eight WSAs (Parunuweap, North Fork Virgin River, Cottonwood Canyon, Mexican Mountain, Sids Mountain, Sleep Creek, North Escalante Canyons/The Gulch, and Mt. Pennell) as areas "targeted by county or joint government plans for development." In most instances the DEIS describes what those development plans are, but there is no discussion in the document concerning development plans for Sids Mountain. What are they? The DEIS also implies the proposed Rock Creek water diversion (Desolation Cyn. WSA) would be forgone with wilderness designation (p. 118) Why?

The discussion of county and other local government proposals for wilderness and national parks is interesting and serves a very useful purpose in the DEIS. It shows the schizophrenic attitude of many local officials toward wilderness designation, and the need for developing wilderness recommendations free of local political influence if the decisions are to be professional and supportable.

We are very supportive of state land exchanges and encourage BLM to pursue the exchanges proposed under the All Wilderness Alternative, regardless of which alternative BLM eventually selects. This will clear all the WSAs of conflicting management intent, thereby reducing the potential for future conflict. We also support private land exchanges, such as Sids Cabin WSA, wherever possible.

Alternatives and Criteria

One of the major weaknesses of the DEIS is the manner in which the alternatives follow their stated criteria. No doubt this is in part due to the lack of an explicit rationale for each alternative. The explanations are very short descriptions found in chapter ii (vol. i). Many weaknesses with the alternatives could have been solved had the suggestions made during scoping been adequately acknowledged and addressed in the DEIS. This lack of adequate explanation and analysis does not meet the spirit or intent of NEPA.

The biggest problems in not following what few guidelines occur are found in the proposed action (Alternative 1). We are led to believe, "WSAs with no significant conflict with other resources were generally determined suitable even if they had low wilderness values." (DEIS, Vol. 1, page 30.) However, when one scrutinizes the DEIS and associated information this rationale does not appear to have been followed.

There are no discernible explanations as to how this "generally determined suitable" criterion was applied. Perhaps the way to best see how BLM applied this alternative criterion is to look at what areas with low wilderness values were recommended as suitable? There does not appear to be any WSAs that were recommended which fit this description.

A few examples serve to show how the BLM erred in following the proposed action criterion. King Top WSA, the largest in western Utah, was found unsuitable based on low wilderness values. In fact, it is so stated in the BLM's short explanation sheet prepared for the public and provided to UWA upon request (see attached appendices). However, this large area has an OIR of only 2 (low) for minerals and a partial alternative was developed (but never analyzed in any of the alternatives in the DEIS) that eliminated low value wilderness terrain and grazing conflicts. Cougar Canyon, another example, has an OIR of 1+ (zero to low) with no conflicts. Fremont Gorge, Daniels Canyon and Conger Mtn. are other similar examples.

The examples are not limited to those obvious areas. Reading the DEIS, it appears that hundreds of thousands of acres were eliminated even though conflicts were minimal. (NOTE: The DEIS is very inconsistent in how it treats conflicts in some areas. Some areas receive high, low and medium resource ratings depending on what part of the DEIS is being read. This is true for Canadian Mtn.) For example, the admittedly high value wilderness of the eastern Bookcliffs were totally rejected even though they have no significant conflicts. Only Winter Ridge, Jack Canyon and part of Desolation Canyon are mentioned as important for oil and gas in chapter 4, Alternative 3. (Note: OIRs are low to moderate for these areas yet there is an inconsistency between the DEIS and the BLM handbook sheet.) Mt. Pennell, a 74,000 acre WSA has not one acre recommended suitable even though conflicts are

OR-2.58

minimal (proposed chairlifts are questionable and coal cannot be developed, wilderness or not) it is here the BLM's proposed action breaks down. Why was Mt. Ellen-Blue Hills found suitable and not Mt. Pennell? Why was Desolation Canyon found suitable and not the eastern Bookcliffs? These questions show great inconsistency in the application of the suitability criteria and standards.

The following chart shows some of the WSAs which were dropped by BLM, in whole or in part. The apparent rationale in the individual SSAs for dropping portions or all of these WSAs is largely based upon "not outstanding enough" wilderness characteristics (or in some cases, no apparent reason at all), instead of clearly defined conflicts with minerals or other resources. Volume 1 of DEIS states the Highest Wilderness Quality Alternative, "is not significantly different than the BLM Proposed Action (59 percent of the WSA acreage in 58 WSAs) that is studied in detail." This alternative includes several areas not found in BLM's proposal that meet the Proposed Action Criteria. If these two alternatives are similar, as BLM states, then the high quality wilderness excluded in BLM's proposed action can be included without significant impact. In fact, these high quality areas should have few, if any, resource conflicts if the alternatives are indeed similar. The SSAs prove this point by showing resource conflicts are of no significance in many WSAs which were apparently excluded, in whole or in part, because of those resources (see site specific comments and the mineral discussion for more detail).

SOME AREAS EXCLUDED (WHOLE OR IN PART) WITH LITTLE OR NO CONFLICT	
Name	Acreage
Cedar Mtns. (SSA pages 9, 10, 21, 23)	50,500
*Swasey Mtn. (SSA pages 13, 14, 27)	15,000
Conger Mtn. (SSA pages 9, 21)	20,400
King Top (SSA pages 12, 13, 28)	53,044
*Wah Wah Mtns. (SSA, pages 13, 14, 25)	5,758
Cougar Cyn. (SSA pages 9, 10, 20)	15,968
*Parunuweap (SSA pages 6, 16, 17, 18)	16,700
*Canadian Mtn. (conflicts only total about 1,200 acres SSA page 14-16)	13,170
Moquith Mtn. (SSA pages 9, 10, 22)	14,830
*Phipps-Death Hollow (SSA pages 27, 28)	3,475
*Scorpion (SSA pages 16-18)	26,264
*Mt. Ellen (excludes coal acreage on Wildcat Mesa, SSA page 32)	16,700
*South Horseshoe Cyn. (SSA pages 15-17, 28)	2,800
Mt. Pennell (SSA pages 26, 29)	74,300
*Mt. Hilliers (SSA pages 12, 13, 24)	3,000
Fremont Gorge (SSA pages 17)	2,540
*Road Cyn. (SSA pages 17, 18, 31)	6,700
Cheesbox Cyn. (SSA pages 11, 12, 24)	15,410
Coal Cyn. (excludes coal acreage in KRCRA, SSA pages 9, 27)	47,670
Spruce Cyn. (SSA page 26)	20,350
Flume Cyn. (SSA page 28)	50,800
*Floy Cyn. (excludes coal acreage in KRCRA, SSA page 34)	24,000
*Wastwater Cyn. SSA page 31)	5,160
Daniels Canyon (SSA page 22)	2,496

Total 504,035

* Partial exclusions

The problems do not end with this list. It is not all inclusive. For example, both the excluded acreage on Fiddler Butte and French-Spring/Happy Canyon contain far sands but development potential is considered low. The excluded acreage in the Desolation Canyon WSA has no conflicts except for around Jack Creek (oil and gas) and a small part of the Little Park Wash exclusion. However, about 50,000 acres were excluded to eliminate conflicts totaling at most a few thousand acres. Fifty Mile Mountain is a similar situation. Only a few thousand acres of coal leases exist in this WSA and it contains less than one percent of the Kaiparowits coal field. However, about 50,000 "criteria meeting" acres were excluded. Two areas, Steep Creek and North Escalante Canyons, had significant acreage eliminated for a potential Burr Trail corridor improvement even though the corridor through Long Canyon can't be expanded to the width of BLM's exclusion without going out of the canyon! It would not be feasible to route the Burr Trail out of Long Canyon. Fish Creek Canyon had acreage excluded based upon "manageability" which has no conflicts.

Other areas were found unsuitable based upon resources of uncertain value. For example, the Kaiparowits coal was no doubt the overriding concern on the large Kaiparowits WSAs even though the Oakridge Mineral Report clearly notes, "economic, technological, and environmental problems must be overcome before this coal can be extracted at a reasonable profit." (ORNL Report, Cedar City District overview, page 4, 1981)

The inadequacies are clear. The DEIS lacks a detailed rationale for each alternative and this violates NEPA. Many questions and suggestions made during the scoping process that concern the alternatives and their criteria remain unanswered. What little explanation of alternatives can be gleaned from the DEIS shows that the criteria for selecting these alternatives, particularly the proposed action, were not followed and were applied very inconsistently. Had the rationale stated in the proposed alternative actually been followed, it would have been an excellent and supportable alternative.



Utah Wilderness Association

455 East 400 South B-40, Salt Lake City, UT 84111 (801) 359-1359

Roland Robinson
State Director, BLM
324 South State
SLC, Utah 84111

June 5, 1986

Dear Roland:

Certain interests at the BLM Wilderness Hearings raised the complex issue of water rights, particularly Judge Kane's decision in Colorado. The Salt Lake Tribune highlighted the issue in a recent editorial calling for a hold on the BLM wilderness process until this issue has been resolved. Nevertheless, the Tribune did point out the importance of understanding how this decision affects the BLM wilderness study process.

Answers have been difficult to obtain given the apparent complexity of this issue. We do have a few questions we would like answered. Please include this letter in the official record on the BLM wilderness EIS.

- 1- Does BLM expect this court case to apply in Utah?
- 2- In what WSAs does BLM perceive the biggest conflicts may occur, if any?
- 3- How does the Kane decision differ from the ongoing process (through FLPMA) of BLM obtaining water for various public purposes? Would BLM do anything differently than it is now doing as a result of the court case?
- 4- What proposed or potential wilderness areas already have reserved water rights?
- 5- Is this decision likely to affect allocation of water in the Green and Colorado Rivers?
- 6- Does this decision affect springs (developed and undeveloped) and seeps inside WSAs?
- 7- What differences exist between Colorado and Utah water law that may affect the applicability of this case in Utah?
- 8- Are any changes and/or additional analyses expected in the wilderness EIS as a result of this case?
- 9- Are ephemeral or intermittent water sources affected by this decision?
- 10- Ultimately, how does this decision affect water rights in proposed wilderness areas (and WSAs) where the water is already appropriated?

OR-2.60

COMMENT LETTER OR-2

We would appreciate a response to these questions. If it is more convenient, we would be willing to meet with you and/or your staff to discuss these questions. Thanks so much

Cordially,

Gary Macfarlane
Resource Specialist

COMMENT LETTER OR-3

9150 W. 2400 S.
Cedar City, UT 84720
August 3, 1986

Wilderness Studies
Bureau of Land Management
324 S. State St.
Salt Lake City, UT 84111

Dear Sirs:

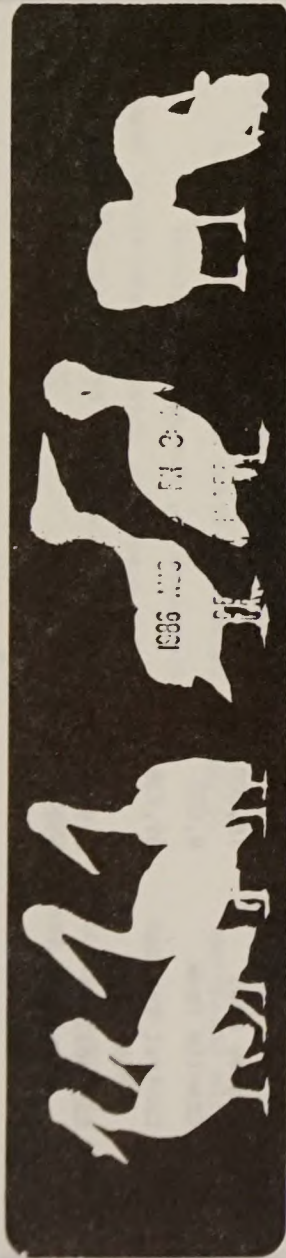
I am writing to comment on the Utan BLM Wilderness proposal and would like these comments included in the public record.

I have spent considerable time in the last decade in the backcountry of Utah, especially southern Utah, and have gone into many of the areas proposed for wilderness, and later rejected, by the BLM. I feel that wilderness is one of the most important legacies we can leave to our children and one of the most patriotic and far-sighted acts we as Americans can perform. Thus I would like to urge you and Congress to adopt the Utah Wilderness Coalition's 5.1 million acre proposal for wilderness in Utah.

I particularly would like all those study areas reinstated that BLM left out for whatever reasons. Wilderness needs no defense. It is of value in and of itself. Thank you for your consideration.

Sincerely,

Dr. James M. Aton
Dr. James M. Aton



UTAH AUDUBON SOCIETY
P O B O X 9 4 1 9 S A L T L A K E C I T Y U T A H 8 4 1 1 1

Bureau of Land Management
324 South State Street
Salt Lake City, Utah 84111

Dear Dr. Thayne,

Audubon both locally and nationally has been concerned about the loss of natural habitat in the United States. This natural habitat required by many species of plants and animals can best be preserved and protected by wilderness designation of undeveloped wildlands. Some of these species are threatened, endangered, or sensitive and require undisturbed (not developed) natural wild areas. There are few undisturbed areas left in the lower 48 United States but many such areas are found in Utah. Utah's natural areas, many under BLM management, should be protected before they are destroyed or lost to development. Loss of habitat through human activities or intrusions can cause the extinction of many species of plants and animals and reduce the biological diversity. This loss can not be replaced or restored.

The BLM should protect quality wilderness habitat on public lands. Wilderness is a very important use of public lands and should be given equal footing with other land uses such as mineral and energy development, off-road vehicle use, timber, and grazing. Wilderness should not have to outweigh all other potential or known resource values under the multiple use concept. We need a balanced approach. The BLM's proposal of 1.9 million acres of 22 million acres of potential wilderness is an inadequate 8.6% of their managed public land (only 3.6% of Utah) considering the many undisturbed areas in Utah.

Many of these potential wilderness areas provide good and necessary habitat for many plants and animals in a natural biological system. The BLM's DEIS indicates that many of the Wilderness Study Areas (WSAs) were not surveyed on-site or very extensively for wildlife and vegetation. For example, the DEIS estimates that the WSA could support so many species of birds, mammals, reptiles, amphibians, and fish rather than the actual species found there. The time to check an area for the occurrence of plants

OR-4.1

and animals, particularly endangered, threatened, or sensitive species of plants and animals, is during the wilderness inventory and not after large powerful developers have invested large amounts of time and money on developing other natural resources in an area. It will be very difficult to stop or mitigate the destruction of these species and their habitat. This is in contrast to the BLM's claim that a non-wilderness decision will not affect the endangered species. Before an area is declared non-wilderness and thus open to man's development it should have a thorough on-site inspection for the native animal and plant species and their populations that occur in the area. An analysis should be done on the costs (not just economic but ecological, biological, recreational, medicinal, and agricultural) associated with the loss of this natural habitat. This would be fair since the BLM states that an intensive survey of the mineral and energy resources on areas it proposes for wilderness will be done before final recommendation.

Concerning habitat issues on BLM lands, the BLM seems to put too much emphasis on game species of mammals, fish, and birds and not enough emphasis on nongame species which are important and valuable to the entire ecological balance in a natural area. Therefore BLM supports the vegetation manipulations of chaining, spraying, and seeding for habitat improvement for livestock, deer, elk, bison, and other game species. The BLM states often in the DEIS that wildlife would benefit from solitude and naturalness. Mineral and energy development, ORV activity and other human intrusions could adversely affect wildlife, native plants, and their habitats. Many species of wildlife are intolerant of human impacts including black bear, mountain lion, and elk. Livestock grazing should be stopped if it impacts natural habitats in wilderness areas. Livestock and ORV use destroys cryptogamic soil. Cryptogamic soil covers about 50% of rangeland soils in Utah's desert areas. Cryptogams are a combination of lichens, mosses, algae, and fungi. They stabilize soil in open areas between shrubs, protect soil from erosion by slowing and absorbing runoff, fix nitrogen, and create an microenvironment suitable for vascular plants.

Audubon members and Utahns want their public lands protected from development and preserved for many future generations, for the benefit of tourism, and for Utah's quality of life. This long range protection needs to be started now before it is too late. The Utah Audubon Society supports the All Wilderness Alternative in the Utah BLM Wilderness DEIS. The BLM's

wilderness proposal deletes many unique and valuable natural areas that would benefit wildlife, native plants, and biologic diversity. The Utah Audubon Society encourages the BLM to support more wilderness in the following areas.

1. West-Central Region. This basin and range area contains isolated communities of plants and animals found nowhere else. These desert island ecosystems with a diversity of life are sensitive to any disturbance and would be protected by wilderness designation. Most of the WSAs in this region provide crucial year-long habitat for golden eagles. Peregrine falcon, bald eagles, and other raptors use many of the WSAs for hunting and nesting. Pronghorn antelope are found in most WSAs. All these species can be seen and enjoyed by the public.

<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
Cedar Mountain	55,000	good raptor habitat, golden and bald eagles, mountain lion, antelope, wild horses
Deep Creek Mts.	76,000	diversity of life, several different floras, bristlecone pine, 4 sensitive species of plants, relict Utah cutthroat trout, bighorn sheep
Fish Springs	45,000	habitat for wildlife that visits Fish Springs National Wildlife Refuge, potential bighorn sheep habitat, crucial golden eagle habitat
Swasey Mountain	46,000	critical wildlife habitat on benches, bristlecone, crucial golden eagle habitat
Conger Mountain	19,760	rich wildlife habitat, excellent nesting for raptors, crucial golden eagle habitat, wild horses
Notch Peak	40,000	bristlecone pine, 3 sensitive plant species, crucial golden eagle habitat
King Top	55,000	important wildlife habitat, 2 sensitive plants, crucial golden eagle habitat, wild horses
Newfoundland Mts.	23,000	unique flora and faunal communities
Silver Island Mts.	20,000	remarkable plant communities in Salt Flats
Dugway Mts.	18,000	
Granite Peak	9,600	
Central Wah Wah Range	37,238	
Big Hollow-Stansbury Mts.	3,593	

2. South-West Region. This area contains a mixture of Basin and Range, Mojave Desert, and Colorado Plateau and their associated flora and fauna. Many diverse ecosystems with relict plant and animal communities are found here. The following plants and animals use the natural habitats in this region: mountain lion, gila monster, desert tortoise, sensitive bird species such as Lewis woodpecker, fox sparrow, western bluebird, mountain bluebird, and roadrunner; and a few plants which are candidates for threatened and endangered species protection.

WSA	Wilderness Acreage (acres)	Reason
Cougar Canyon	10,568	mountain lion, excellent bird watching, Virgin River spinedace, rainbow trout, nesting for redbtail and Cooper's hawks, and golden eagles, a sensitive plant species
Red Mountain	18,000	agave, yucca, potential desert bighorn sheep habitat, mountain lion, bald eagle
Cottonwood Canyon	11,000	gila monster, chuckwalla, endangered cactus, mountain lion, golden eagle, peregrine falcon, plant and animal diversity
Deep Creek	7,000	unique flora and fauna, over 500 plant species, nesting and prey base for peregrine falcon, bald eagle, hawks, trout
Parunuweap	30,800	bald eagle, endangered plant, four habitat types, mountain lion, wound fin minnow, dense riparian habitat
Canaan Mountain	47,000	desert bighorn sheep, mountain lion, Lewis woodpecker, peregrine falcon, bald and golden eagles, hawks, diversity of plants and animals, ponderosa pine
Moquith Mt.	14,830	diversity of unique plants and animals, 2 sensitive plant species, roadrunner, fox sparrow, Lewis woodpecker, mountain lion, hanging gardens, ponderosa in sand dunes
The Blues	19,030	diversity of plants and animals, blue grouse, Gambel's quail, black bear, mountain lion
Mud Springs	51,000	relict plant and animal communities, diversity of animals and plants, blue grouse, band-tailed pigeon
Paria-Hackberry	136,000	ungrazed relict plant associations on mesas,

<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
Paria-Hackberry continued		possible endangered plant species, mountain lion, example of pristine vegetation, completes protection of the Grand Staircase
The Cockscomb	10,080	animal and plant diversity, western and mountain bluebirds, possible endangered plant species, crucial antelope habitat, peregrine falcon, bald eagle
Wahweap	134,000	1400 year old pinyons and junipers, potential bighorn sheep habitat, mountain lion, bald eagle, peregrine falcon
Burning Hills	61,000	blue grouse, sensitive birds - Lewis woodpecker, western and mountain bluebirds; desert bighorn sheep, mountain lion, 2 possible endangered plant species, critical wildlife habitat
Death Ridge	62,870	plant diversity, 2 sensitive plant species, 3 sensitive bird species, 8-13 raptors, bald eagle, peregrine falcon
Steep Creek	20,000	raptors, waterfowl, fish - brown and rainbow trout; elk, sensitive birds
North Escalante/ The Gulch	124,400	5 sensitive plant species, elk, trout, sensitive birds, raptors, bald eagle, peregrine falcon, waterfowl
Carcass Canyon	59,000	sensitive birds, raptors, hawks, peregrine falcon, bald eagle, mountain lion, sensitive plant species
Scorpion	35,400	raptors, sensitive birds, desert bighorn sheep, mountain lion
Fifty Mile Mt.	146,143	bighorn sheep, nesting for 13 raptor species, sensitive birds, possible elk habitat, diverse vegetation, sensitive plant species, aspen plateaus, mountain lion, peregrine falcon, bald eagle
Doc's Pass	8,960	rich wildlife populations, trout, dense riparian zones
Joshua Tree	11,000	Joshua trees, critical habitat for desert tortoise, gila monster

<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
East Of Bryce	887	
Nipple Bench	30,000	
Horse Spring Cyn.	30,000	
Upper Moody	20,500	
Long Canyon	12,000	
3. South-Central Region. This area is in the Colorado Plateau which contains significant habitat for many wildlife and plant species. Some of the wild areas provide habitat for bison, desert bighorn sheep, brittlecone pine and other sensitive plant and animal species.		
<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
Mt. Ellen- Blue Hills	97,000	diverse ecosystems - 4 life zones, crucial bison habitat, brittlecone pine, mountain lion
French Spring- Happy Canyon	25,000	6 sensitive animals (Bell's vireo, golden eagle, spotted bat, dwarf shrew, many lined skink, chuckwalla), fox, badger, weasel, possible desert bighorn sheep habitat, raptor habitat
Fiddler Butte	87,000	2 sensitive plant species and 2 sensitive birds (bald eagle and Bell's vireo), desert bighorn sheep, good peregrine falcon habitat
Mt. Pennell	99,000	mountain lion, endangered plant, 2 sensitive plant species, riparian vegetation, bison
Mt. Hillers	21,000	brittlecone pine, aspen, bison, potential desert bighorn sheep, fox, pika, coyote
Little Rockies	52,000	quality desert bighorn sheep habitat which would benefit from ORV closure, sensitive plant species, mountain lion
Fremont Gorge	11,500	high quality riparian habitat along Sulphur Creek, coyote, fox, badger, cottontail rabbit, peregrine falcon, bald eagle
Ragged Mountain	28,000	extensive forests

4. South-East Region. This is part of the Colorado Plateau with river cut canyons, excellent rivers, and Indian ruins. Many of the WSAs in this region are near National Parks. The natural areas provide quality habitat for rare

and endangered fish, black-footed ferret, ferruginous hawk, waterfowl, shore birds, desert bighorn sheep, and sensitive plant species.

<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
Grand Gulch	131,120	potential black-footed ferret habitat, ringtailed cat, crucial desert bighorn sheep habitat, bald eagle, rock wren, great horned owl, 4 sensitive plant species
Road Canyon	60,000	bald eagle, 2 sensitive plant species, potential bighorn sheep habitat, mountain lion, coyote, ringtailed cat
Fish Creek Canyon	55,500	beaver, fish - minnow dace, sucker; 4 sensitive plant species, past bighorn sheep habitat, mountain lion, bald eagle
Cheesebox Canyon	23,290	crucial desert bighorn sheep habitat, mountain lion, bobcats, coyotes, spotted skunk, bald eagle, hawks, 4 sensitive plant species
Dark Canyon	83,000	dense vegetation in canyon bottoms, 2 sensitive plant species, crucial bighorn sheep habitat, chipping sparrow, peregrine falcon, bald eagle, mountain lion, ringtail cat
Bridger Jack Mesa	18,000	redtail and Cooper's hawks, golden eagle, pinyon jay, pinyon mouse, coyote, bobcat
Indian Creek	21,000	sensitive plant species, whitetailed antelope squirrel, crucial desert bighorn sheep habitat, ash-throated flycatcher, black-throated sparrow
Mill Creek	10,000	riparian area for fathead minnow, red shiner, roundtail chub, green sunfish, canyon and rock wrens, black bear, beaver, mountain lion, elk, golden and bald eagles, peregrine falcon, close to Moab, ferns and wildflowers
Horseshoe Canyon (North)	26,000	diversity of habitat and animal life, unique relict vegetation, endangered plant, potential black-footed ferret habitat, gray and kit foxes, weasels, 3 endangered fish, 3 sensitive birds - ferruginous hawk, roughleg hawk, and white-faced ibis; waterfowl, shore birds, peregrine falcon, bald eagle, desert bighorn sheep, antelope

<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
Lost Spring Cyn.	6,760	black-footed ferret, fish - dace, shiners, and killifish; golden eagle, canyon and rock wrens, great horned owl, song birds, 2 sensitive plant species
Harmony Flat	9,400	
Behind the Rocks	5,000	
Ten Mile Canyon	16,000	
Arch Canyon	7,680	forested plateau, virgin ponderosa forest
Mule Canyon	5,990	
Nokai Oome-Mike's Cyn.	73,000	critical habitat for bighorn sheep, peregrine falcon

5. East-Central Region. This area is also in the Colorado Plateau with river cut canyons, important wildlife habitat, and many sensitive plant species. Many of the WSAs have important ecological, wildlife, and vegetative values. Black bear, mountain lion, elk, black-footed ferret, and bighorn sheep live in the wild undisturbed areas. Waterfowl, shorebirds, raptors, and song birds use the natural habitats.

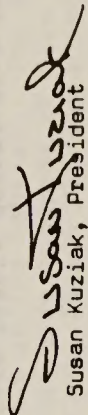
<u>WSA</u>	<u>Wilderness Acreage (acres)</u>	<u>Reason</u>
San Rafael Reef	80,000	8 proposed or endangered plant species, high priority desert bighorn sheep habitat, antelope, gray and kit foxes, ringtail cat, bison, ferruginous and roughleg hawks, peregrine falcon, golden eagle, American kestrel
Crack Canyon	49,500	good wildlife values, bison, desert bighorn sheep, antelope, mountain lion, 8 sensitive or threatened plant species, birds similar to San Rafael Reef
Muddy Creek	63,500	bald eagle and San Rafael birds, fish (dace, sucker, chub), 8 sensitive or threatened plant species, desert bighorn sheep, badger, fox, virgin spruce and ponderosa pine forests
Sids Mountain	85,000	ecological and wildlife values, ORV use adversely affects crucial desert bighorn sheep, mountain lion, peregrine falcon, golden and bald eagles, good raptor habitat, waterfowl, shore birds, fish, 6-12 sensitive

WSA Side Mountain continued	Wilderness Acreage (acres)		Reason or threatened plant species
Mexican Mountain	74,000		nesting areas for golden eagle and peregrine falcon, bald eagle, ducks, songbirds, shore birds, black-footed ferret, mountain lion, bighorn sheep, muskrat, white tailed prairie dog, fish, 8 sensitive or endangered plant species
Jack Canyon	7,500		vegetation and wildlife values, 6 sensitive bird species (ferruginous hawk, western snowy plover, long billed curlew, white faced ibis, southern spotted owl, western yellow billed cuckoo), black bear, bighorn sheep, elk, mountain lion, peregrine falcon, bald eagle, hawks, canyon wren, pinyon jay
Desolation Canyon	334,500		diverse vegetation - 13 major types, 5 sensitive or endangered plant species, 4 endangered fish, blue and ruffed grouse, bald and golden eagles, abundant raptor habitat, black bear, bighorn sheep, elk, black-footed ferret, wild horse
Floy	78,000		ecological, vegetation, and wildlife values,
Coal	65,000		trout and other fish in Coal and Spruce
Spruce	21,000		Canyons, 4 sensitive birds, blue and ruffed
Flume canyons	60,000		grouse, sage grouse in Spruce, ducks, shore birds, pinyon jays, nuthatches, great horned owl, hawks, black-footed ferret habitat, black bear, elk, mountain lion, bobcat, coyote
Westwater Cyn.	32,000		habitat for rare plants, 3 sensitive plant species, 3 endangered fish, bighorn sheep, mountain lion, bobcat, canyon and rock wren, redbill and marsh hawks, ducks, geese, bald eagle, peregrine falcon
Lost Spring Cyn.	6,760		
White River	11,000		waterfowl habitat

The Utah Audubon Society believes that the BLM's wilderness proposal is insufficient to give the necessary protection to the habitat required by native animals and plants. Audubon's proposal is reasonable and provides a balance between the environmental preservation of the natural habitat and the resource needs of man. Audubon at the state and national level will devote the necessary resources to see that our concerns for wilderness habitat are considered by public agencies and political bodies. The Utah Audubon Society urges the BLM to reconsider their proposal to include more wilderness areas in Utah.

Sincerely,

Utah Audubon Society Board of Directors


Susan Kuziak, President

Utah Native Plant Society
c/o The State Arboretum of Utah
Building 436
University of Utah
Salt Lake City, Utah 84112

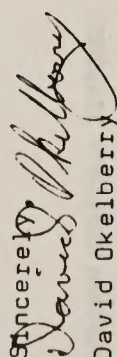
August 13, 1986

Wilderness Studies
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

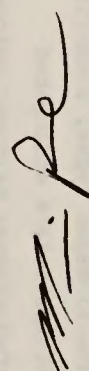
Dear Wilderness Coordinator:

Enclosed are the comments and concerns of the Utah Native Plant Society regarding the Statewide Wilderness Draft Environmental Impact Statement. The comments and recommendations that are included are intended to act as a guide in developing a more comprehensive approach to vegetation issues and rare plants in potential wilderness areas. These materials are have been prepared in the hope of improving the final document.

Thank you for this opportunity to present our views.

Sincerely,

David Okelberry
President

Attachment


Marv Poulson
Preparer

Rare, Threatened and Endangered Plants
Existence and Potential in Utah 8LM
Wilderness Study Areas
Prepared by
the Utah Native Plant Society
August 1986

Introduction

The Utah Native Plant Society is organized to promote the study, appreciation, monitoring and conservation of native flora in Utah. Membership of the Society includes professional botanists and interested amateurs.

The Society is actively involved in identification of species and habitat necessary for the conservation of the species. As part of this endeavor, members of the Society meet regularly and maintain a status list of species based on field observations, and herbarium and literature studies. The results of the Society's work are presented to the U. S. Fish and Wildlife Service (USFWS) for use in the listing process and establishing priorities as the official comment and contribution from Utah.

This comment by the Society is limited to vegetative issues with emphasis on rare, sensitive, threatened and endangered species. Correlation of information included by the Bureau of Land Management (BLM) in the Draft Environmental Impact Statement (DEIS) with data developed by the Society and the USFWS forms the basis for the following comments.

Species Conservation

OR-5.1 Viabile populations of rare plants depend on a myriad of factors. Many of the species included in this review are in jeopardy because of land use practices by man. Disturbance of habitats has pushed some species to the brink of extrication or extinction.

While general recognition is given to species that occupy a narrow niche in the environment and are rare throughout their range, range extensions of a species represent potential evolutionary links to prior times and may indicate how a species is developing. In this regard, several species that are common in areas outside of Utah are rare in the State. Such populations may offer opportunity for understanding speciation within a complex.

Habitat Protection

OR-5.2

Fundamental to conservation of our native flora is the conservation of the plant habitats where rare, sensitive, threatened and endangered species grow. Recognition of the importance of habitat protection is paramount if many of these plant species are to survive. In-depth understanding of how a specific habitat meets the special needs of a species is essential in plant conservation.

For rare plants, active prevention of habitat loss and protection of existing populations may provide the only means of conserving the dwindling genetic diversity necessary for their survival. Controlling and managing human development of the land is vital to assure preservation of our natural heritage represented in natural vegetative resources. This includes rare plants and their habitats.

Conservation Objective

It is not merely the conservation of plants species that the society deems as essential, but rather the recognition and active preservation of plant habitats that underlies the successful achievement of plant conservation.

OR-5.3

Throughout the DEIS, vegetative values are treated with little detail and with negligible recognition for their intrinsic worth. The Society believes that greater understanding and detailed analyses of vegetative resources should be presented in the EIS to better reflect the situation "on the ground". Simply lumping vegetation zones into a sketchy and overly general rating system inadequately represents the subject.

For example: The Pinyon/Juniper type found on the Kaiparowits Plateau (Carcass Canyon, Fifty Mile Mountain, Death Ridge, Wahweap or Burning Hills) is only superficially similar to that found in the Moquith Mountain or Notch Peak WSAs. Each of these WSAs has pinyon pine and Utah juniper growing in general association but they all differ in habitat types and associated plants. Even two different species of pinyon pine are involved (Pinus edulis and P. monophylla). The ecological diversity such circumstances represent should be addressed in the EIS and presented in terms that recognize the inherent values of each area.

Recognition and Elimination of Threats

Concurrently with habitat and plant conservation, must come identification and mitigation of threats facing the species involved. Without an active, flexible approach to manage

OR-5.4

conservation efforts according to the specific needs of a species, the plants will continue to suffer.

OR-5.4
(cont.)

The BLM has a stated policy of protection for sensitive, threatened and endangered plants that have gained recognition in the federal register. Unfortunately, however, the agency in Utah has a lack-luster record of effective management of even listed endangered plants. The Dwarf Bear Poppy (Arctomecon humilis) is a case in point. While this species does not occur in or even near any WSAs, the agency has failed to effectively prevent deterioration of populations. Off-road vehicles continue to reek havoc on the plants, and now threaten to decimate populations on BLM administered land. This situation prevails despite the fact that the plant was listed nearly seven (7) years ago.

Similarly, the candidate species, Pediocactus despainii, (listing package in preparation by USFWS) of the San Rafael Swell faces increasing jeopardy because of BLM ignorance or inaction. Known to occur in at least two WSAs, Crack Canyon and Sid's Mountain, the San Rafael pincushion cactus may also be found in the Mexican Mountain WSA. This diminutive cactus faces increasing numbers and frequency of ORV use in its habitat. The BLM even sponsors an annual ORV event that sees hundreds of ORVs run with loose supervision near the Crack Canyon WSA and adjacent to critical habitat for this beautiful little cactus. Since the agency has sponsored the motor cycle event each spring, increasing numbers of ORV tracks have been observed criss-crossing the terrain where these rare endemics are found. The disregard for the species and the habitat vital to its survival is of great concern to the Society. This case represents only one circumstance, but we fear that it depicts the approach and policy that BLM intends to use in addressing their land management trust.

WSA/Species Occurrence Correlation

The majority of Utah's sensitive, rare, threatened, and endangered plant species grow on BLM lands. Unfortunately, most of these species are not harbored on the comparatively isolated wildlands of WSAs or wilderness. The unique remoteness of wilderness quality lands offer refuge to habitats, biotic communities and individual species. Aside from grazing impacts, which can be substantial, vegetative resources on wilderness lands enjoy comparatively good health compared to the more heavily impacted lands of more easily accessed areas.

OR-5.5

While botanical information is not complete for much of the land involved in the wilderness study process, there is a high potential that some plants occur in certain WSAs. BLM notes this for some WSAs but fails to recognize the same potential for other WSAs. Similarly, some species of plants are recognized while other species seem to be excluded, either arbitrarily or out of

OR-5.5
(cont.)

ignorance. The Society believes that greater attention to the existence and distributions of rare plants should be made in the Final EIS. Only with diligent study of known species occurrence can BLM hope to achieve the recognition and understanding this resource deserves as a significant supplemental wilderness value.

Though the DEIS generally includes listed and proposed species as part of the description of vegetation, many WSA discussions lack full representation of the species and typically ignore rare and endemic species all together. A comprehensive effort has been made here to aid the Agency in identifying the occurrence or likelihood of occurrence of significant plants for each appropriate WSA.

Plant Species Occurring on BLM Administered Land

The plants listed here represent species either omitted from or not fully addressed in the DEIS. Plants omitted from the document are presented first, followed by species whose actual or potential ranges (locations) were not adequately represented.

Note: +Plant found in this WSA. *Plant likely found in this WSA.

OR-5.6

Species Omitted from the DEIS

Species Proposed for Federal Listing

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Penstemon scariosus</u> <u>var. albifluvis</u>	Winter Ridge*	Listing package prepared and awaiting final action.

Sensitive, Rare or Endemic Species

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Asclepias cutleri</u>	Road Canyon*, Fish Creek Canyon*, Behind the Rocks*	This species grows in sandy soil and dunes which are also attractive terrain to ORV enthusiasts.
<u>Astragalus ampullarius</u>	Paria-Hackberry*, The Cockscomb*, Wahweap*	

OR-5.6
(cont.)

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>A. barnebyi</u>	Mt. Ellen-Blue Hills*, Mt. Pennell*	Potential habitat for this species has not yet been fully determined, but known populations are widely scattered.
<u>A. equisolensis</u>	Jack Canyon*, Desolation Canyon*	The rugged, isolated terrain may harbor populations of this species.
<u>A. iselyi</u>	Mill Creek Canyon*, Negro Bill Canyon*	
<u>A. sabulosus</u>	Westwater Canyon*	
<u>A. striatiflorus</u>	Moquith Mountain+, Parunuweap Canyon*, Canaan Mountain*	
<u>Cirsium virginensis</u>	Cottonwood Canyon*, Red Mountain*,	
<u>Coryphantha missouriensis</u> var. <u>marstonii</u>	Phipps-Death Hollow*, Steep Creek*, North Escalante Canyons/The Gulch*, Death Ridge*, Mud Spring Canyon*, Carcass Canyon*, Fifty Mile Mountain*, Paria-Hackberry*, Wahweap*	This tiny, rare cactus is very inconspicuous, even in flower, and grows in small, widely scattered populations as far as is known. The type location is near Boulder, Utah, making WSAs in the area prime potential habitat.
<u>Cryptantha barnebyi</u>	Winter Ridge*	
<u>C. compacta</u>	Notch Peak+, Howell Peak*, Swasey Mountain*, King Top*, Wah Mountains*	

OR-5.6
(cont.)Plant SpeciesC. creutzfeldtiiC. elataC. jonesianaC. higginsiiDalea flavescens
var. epicaErigeron kachinensisE. proselyticusE. sionisE. untermanniLocationSid's Mountain*,
Muddy Creek*Floy Canyon*, Coal
Canyon*, Spruce
Canyon*, Flume
Canyon*Sid's Mountain*,
Mexican Mountain*,
San Rafael Reef*,
Crack Canyon*, Muddy
Creek*Wahweap*, Burning
Hills*, Fifty Mile
Mountain*

Little Rockies*

Dark Canyon*,
Cheesebox Canyon*,
Grand Gulch*, Road
Canyon*, Fish Creek
Canyon*, Mule
Canyon*Kolob Canyon units
(A, B, D, F & 15)*,
Zion Canyon units
(E, 16, 17 & 18)*,
Parunuweap Canyon*,
Canaan Mountain*Parunuweap Canyon*,
Canaan Mountain*,
Deep Creek*, North
Fork Virgin River*,
Orderville Canyon*,
The Watchman*Winter Ridge*, Jack
Canyon*, Desolation
Canyon*RemarksThis rare endemic
occupies a
vulnerable habitat
in the sandy soils
of seeps where
disturbance by
water seeking
hikers poses a
significant threat.Plant SpeciesEriogonum
ammophyllumE. aretiodesE. smithiiFrasera gypsicolaGilia caespitosaHackelia ibapensisHeterotheca jonesiiHymenoxys depressaLocationKing Top*, Notch
Peak*

The Blues*

Dirty Devil*

King Top*, Notch
Peak*, Howell Peak*,
Swasey Mountain*Fremont Gorge*,
Steep Creek*Deep Creek
Mountains+Phipps-Death
Hollow*, Steep
Creek*, North
Escalante
Canyons/The Gulch*,
The Blues, Paria-
Hackberry*, The
Watchman*, The
Parunuweap Canyon*,
Canaan Mountain*Muddy Creek*, Sid's
Mountain*, Mexican
Mountain*, San
Rafael Reef*, Crack
Canyon*RemarksOccurrence of this
narrowly restricted
species is likely
within this WSA.The Rabbit Valley
gilia is a Wayne
County endemic that
grows in soils
derived from Navajo
sandstone or Carmel
Limestone.This extremely rare
endemic species was
only recently
discovered. It
grows only at high
elevations on or
among granite
boulders in this
pristine West
Desert range as far
as is known.Occurrence of this
rare plant is very
likely in the
Phipps-Death Hollow
WSA, since it is
known to occur in
the adjacent Box-
Death Hollow
Wilderness.

OR-5.6
(cont.)

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Lepidium montanum</u> <u>var. neesae</u>	Phipps-Death Hollow*	Occurrence of this rare plant is very likely in the Phipps-Death Hollow WSA, since it is known to occur in or near the adjacent Box-Death Hollow Wilderness.
<u>Lomatium latilobum</u>	Lost Spring Canyon*, Negro Bill Canyon*, Mill Creek Canyon*, Behind the Rocks*	This species grows in crevices and sandy soils of the Entrada sandstone formation.
<u>Penstemon concinnus</u>	Wah Wah Mountains*, King Top*	This unique beardtongue grows from 6240 to 7500 feet elevation in pinyon-juniper, sagebrush, rabbitbrush, blue-grama grass, and mountain mahogany associations. The plants grow on gravelly bluffs, alluvial outwashes, limestone outcrops, dolomite, and ryholite. Several populations exist, but only within a restricted range.
<u>P. grahamii</u>	Winter Ridge*, Jack Canyon*, Desolation Canyon+	Habitat for the species is white outcrops of Green River Shale in the pinyon-juniper and mixed desert shrub communities between 5700 and 6500 feet elevation.

OR-5.6
(cont.)

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>P. nanus</u>	Wah Wah Mountains+, King Top*, Deep Creek Mountains*	This small beardtongue grows in calcareous gravel of the Sevy Dolomite Formation in a pinyon and mixed desert shrub community between 5400 and 6400 feet elevation.
<u>Psorothamnus polyadenius</u> var. <u>ionesii</u>	Mexican Mountain+, Sid's Mountain*, San Rafael Reef*	This extremely rare plants occurs on clay hills covered with pedimental gravel at approximately 4700 feet elevation.
<u>Schoencrambe barnebyi</u>	Sid's Mountain*, Mexican Mountain*, San Rafael Reef*, Muddy Creek*, Crack Canyon*, Devils Canyon	This very rare, recently described member of the Mustard family occupies a very narrow ecological niche.
<u>Schoencrambe suffrutescens</u> (<u>Glaucocarpon suffrutescens</u>)	Winter Ridge*	This Uinta Basin endemic is known only from populations growing south of Ouray on the Green River Shale Formation.
<u>Sclerocactus pubispinus</u> var. <u>pubispinus</u>	Deep Creek Mountains*	This rare, inconspicuous central Great Basin cactus occupies a very restricted ecological niche and offers an important evolutionary link with other species in the genus.

OR-5.6
(cont.)

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Sclerocactus pubispinus</u> var. <u>spinosior</u>	King Top+, Wah Wah Mountains*, Notch Peak*, Howell Peak*, Swasey Mountain*, Fish Springs*, Conger Mountain*	Like its close relative, var. pubispinus, var. spinosior is restricted to isolated small populations on alluvial benches and foothills, however, this species occupies a range in the eastern Great Basin and at lower altitude.
<u>Selaginella utahensis</u>	Cottonwood Canyon*, Parunuweap Canyon*, Canaan Mountain*	This is a rare and infrequently collected species that occurs in soils derived from Navajo sandstone between 4000 and 7500 feet elevation.
<u>Sphaeralcea caespitosa</u>	King Top*, Wah Wah Mountains*	The Jones globemallow is a low, showy species restricted to limestone and dolomite outcrops and is known in Utah from locations in Millard and Beaver counties.
<u>S. psoraloides</u>	Mt. Ellen-Blue Hills*, Muddy Creek*, Crack Canyon*, Sid's Mountain*	This recently described globemallow is known from clay barrens in the San Rafael Swell to west of Hanksville.
<u>Talinum validulum</u>	Mexican Mountain*, Crack Canyon*, Sid's Mountain*, Muddy Creek*, San Rafael Reef*	This is a very rare member of the Portulaca Family that has only been seen occasionally.

OR-5.7

Species Included but not Fully Represented in the DEIS

Note: +Plant found in this WSA. *Plant likely found in this WSA.
— Plant occurrence location not listed by BLM (underline).

Federally Listed Species

<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Erigeron maguirei</u> var. <u>mauirei</u>	Sid's Mountain+, Mexican Mountain+, (The agency erroneously lists this species as also occurring in the Cottonwood Canyon WSA.)	Extremely rare and vulnerable species.
<u>Townsendia aprica</u>	Muddy Creek*	Habitat attractive to ORV use.
<u>Echinocereus engelmannii</u> var. <u>purpureus</u>	Cottonwood Canyon*	Full extent of species distribution unknown. Potential habitat is present on the lower Navajo sandstone benches within the WSA.
<u>Echinocereus triglochiatus</u> var. <u>inermis</u>	Mill Creek*, Negro Bill Canyon*	The Mill Creek WSA may well harbor this unique spineless hedgehog cactus.
<u>Sclerocactus glaucus</u>	Jack Canyon*, Desolation Canyon*	ORVs and oil development threaten this species throughout much of its Uinta Basin range, making the isolated populations in these WSAs particularly important ultimate sanctuaries.

OR-5.7

(cont.)

Plant Species

Sclerocactus wrightiae

Location

Sid's Mountain+,
Muddy Creek+, Crack Canyon+, Mexican Mountain+, Mt. Ellen-Blue Hills+,
Mt. Pennell*

Remarks

The vulnerable clay hills found abundantly in portions of these WSAs represent critical habitat for this species. Unfortunately, the same terrain is attractive to ORV enthusiasts.

OR-5.8

<u>Proposed Species</u>		
Note: +Plant found in this WSA. *Plant likely found in this WSA.		
<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Pediocactus</u> <u>despainii</u>	Crack Canyon+, Sid's Mountain*, Mexican Mountain*	Listing package completed. ORV use increasing, BLM sponsorship contributing as a threat.
<u>Pediocactus winkleri</u>	Muddy Creek*	Listing package in preparation. ORV use represents an increasing threat.
<u>Cycladenia humilis</u> var. <u>ionesii</u>	San Rafael Reef*	Listing Package completed. Final ruling pending.
<u>Asclepias welshii</u>	Moquith Mountain+	Listing Package completed. Final ruling pending.

OR-5.9

<u>Sensitive, Rare or Endemic Species</u>		
Note: +Plant found in this WSA. *Plant likely found in this WSA.		
<u>Plant Species</u>	<u>Location</u>	<u>Remarks</u>
<u>Penstemon atwoodii</u>	Burning Hills+, Carcass Canyon+, Death Ridge+, Fifty Mile Mountain+	
<u>Eriogonum corymbosum</u> var. <u>cronquistii</u>	Bull Mountain+	
<u>Cymopterus higginsii</u>	Burning Hills+, Wahweap+, Death Ridge*, Fifty Mile Mountain*	
<u>Hymenoxys depressa</u>	Crack Canyon+, Sid's Mountain+, Mexican Mountain*, San Rafael Reef*	
<u>Psoralea parienis</u>	Paria-Hackberry+, The Cockscomb*, Wahweap*	
<u>Eriogonum ammophilum</u>	Notch Peak+, King Top+, Howell Peak*	
<u>Gaillardia flava</u>	Sid's Mountain+, Mexican Mountain*, Desolation Canyon*	A particularly aesthetic plant, this blanket flower occurs on sandy gravel of alluvial fans and river and stream terraces in association with <u>Salix</u> and <u>Populus</u> .

OR-5.10

<u>Recommendations</u>
The Society believes that recognizing the greatest land diversity as wilderness under the BLM Wilderness Review is an essential step in natural species conservation. Diversity in land forms, location, altitude, exposure, substrate makeup and overall habitat types is vital to the perpetuation of rare and endemic plant species. Most of Utah's rare plants, listed or not, depend on restricted critical habitats for survival.

In the interest of assuring maximum plant habitat protection and preservation, the Society recommends that the All Wilderness Alternative be selected.

References

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721 Second Avenue
Salt Lake City
Utah 84103

12 August 1986

Greg Thayne, Wilderness Coordinator
Bureau of Land Management
324 South State Street
Salt Lake City, Utah 84111

Dear Mr Thayne:

Concerning the BLM Draft Review of Wilderness Classification:

Several questions arise from reading the reports:

OR-6.1

1) How will areas with unique biological features be administered if the areas are not designated as wilderness areas? There is a feeling that all these areas will be opened up to multiple use. What areas will (and are) being considered for research natural areas? If the area will be administered as a research natural area and then added to the wilderness classification, will the area continue to follow the management of the research natural area?

OR-6.2

For areas that have unique biological values, the Issues Committee of Utah Nature Study Society recommends and encourages the classification of Research Natural Area with the elimination of all forms of recreation. We have some misgivings about wilderness lands classification for these areas both from an administration point of view and from a research point of view. We can see years of valuable time lost in getting the necessary permits and review to do research in these areas and even legal challenges. These delays certainly would not allow graduate students any opportunity for study. The major problem in wilderness classification is one of access and minimizing human impacts. Research (for instance a rodent population dynamics in an area that has never been grazed by domestic or wild herbivores which could involve carrying into the area many dozens of small animal traps and pounds of oatmeal besides food and water for the investigator and all the 21st Century research equipment that might be utilized) might be prohibited by a district manager afraid of allowing motorized access into a wilderness area. By the time the red tape is finalized, the opportunity for research may have lapsed. We would encourage the BLM to work closely with the investigators and maintain reports of the results and to encourage publication in reviewed journals.

OR-6.3

2) How is the BLM going to administer the off-road vehicle use in the San Rafael region with or without wilderness classification? At this time there is no management and it is to the point that members of Utah Nature Study Society can no longer enjoy an outing on weekends in the San Rafael region in the spring and autumn. This one form of recreation largely excludes

OR-6.3
(cont.)

other forms of recreation in a very unique part of Utah. Is this multiple-use? We are very concerned with the lack of BLM management of ORV use in the San Rafael region with the gradual extension by ORV of the North River Road. We are very concerned with the BLM Sids Mountain proposal of dividing up the wilderness area to accommodate ORV use when there is not any regulation of ORV use in the region. We even understand that motorcycles now can be found on top of Sids Mountain. Thus we question the BLM decision to cherry stem roads in the Mexican Mountain unit or in the Sids Mountain unit.

OR-6.4

3) What lands will be exchanged for the enclosed state lands within the wilderness areas? These exchange lands should be identified and be evaluated within the EIS. Some of the exchanged lands under the State's direction may have more effect on wilderness areas than the present multiple-use management.

OR-6.5

4) There seems some concern about buffer areas adjacent to Wilderness Areas. Utah Nature Study Society examines many aspects of nature. The members utilize hand lens as their main tool. Thus outings of Utah Nature Study Society do not go far from the automobile. Thus outings of Utah Nature Study Society are often disrupted by ORV use even to the extent that the motors cycles have traveled through our groups while observing nature. Utah Nature Study Society thus recommends that wilderness boundaries exist right to the road to allow uninterrupted outdoor experience. This would include the Buckhorn Wash area.

Some specific suggestions:

OR-6.6

1) Notch Peak wilderness area should include Painter Spring and motorized access to Painter Spring should be eliminated. Recreation at Painter Spring should be monitored to protect the insular plants and animals that are found at the spring. Further, the recreation up the adjacent canyons should be closely monitored and trails constructed if necessary to protect the granitic substrate and the riparian zones in these canyons.

OR-6.7

2) Deep Creeks: The trail head for Granite Canyon should be at the foot of the canyon where there is considerable human impact and room for parking and camping. The road up Granite Canyon should be closed. Recreation opportunities would be enhanced by such action as one could more readily appreciate the lower reaches of the mountain island biological system. Further, one can readily determine the number of visitors in the canyon for destination control.

OR-6.8

3) The Book Cliffs form a unique wildlife area and is the only wilderness proposal that includes most of an ecosystem. Because the Book Cliffs are a unique ecosystem in Utah, Utah Nature Study Society recommends that the final wilderness proposal for this region follow the Utah Wilderness Association recommendations.

Although Utah Nature Study Society strongly supports wilderness designation in Utah, we see the recommendations of Utah Wilderness Association as reasonable and justifiable. We do question the inclusions of all areas that have unique biological values if these values can not be studied in the areas designated wilderness. We do compliment you on your extensive efforts in preparing the reports and analysing the Public Lands.

Sincerely,
Peter Hovington
Chairman
Issues Committee, UNSS



UTAH
WILDLIFE
FEDERATION
POST
OFFICE
BOX 15636
SALT LAKE
CITY, UTAH
84115

August 13, 1986

Dr. Gregory F. Thym, EIS Team Leader
Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Dr. Thym:

The Utah Wildlife Federation is responding to the Utah BLM Statewide Wilderness Draft, Environmental Impact Statement. The opportunity to comment on this extensive and highly complex document is greatly appreciated.

After review of this massive document, the Utah Wildlife Federation cannot support BLM's wilderness proposal. To support designation or non-designation (to preserve or not to preserve) wilderness based on wildlife benefit attained is an extremely complex process and based on insufficient habitat impact data analysis of "No Action" and "Partial Wilderness" alternatives is virtually impossible.

OR-7.1

The draft EIS tends to advocate the best use of the land is development where land use conflicts are clearly evident. In the majority of cases, where land use conflict is substantial, BLM has opted to adopt the "No Action" or "Partial Wilderness" alternative paving the way for mineral exploration and development opportunity. Where land conflict is less substantial the "All Wilderness" alternative is adopted. This approach to wilderness designation has, it appears, placed in jeopardy the viability of wildlife populations in "No Action" and "Partial Wilderness" alternative areas.

OR-7.2

In a number of cases, winter habitat is the principle loser accredited to development. In most cases, the adoption of a percent to identify adverse habitat impact (i.e. Steep Creek WSA #30 "Summary of Environmental Consequences) approach does not allow determination of what the perceived impacts are. These adverse impacts range from less than one percent to nearly 50 percent adverse impact. Habitat acreage impact percent does not address impact to ungulate migration routes or wildlife summer, winter or year-long high concentration areas. This implies disturbance percentage will have little impact on over-all populations when in fact adverse impact could be substantial.

OR-7.3

The below two examples reflect wildlife concern because of BLM adoption of the "No Action" and "Partial Wilderness" alternative. Under these two examples BLM land management practices will be extremely detrimental to the wildlife base in affected areas.

OR-7.4

(a) Even though Millcreek Canyon (WSA #56) is only 9,780 acres and only has a small deer herd population, the "No Action" alternative may represent Utah BLM position on particularly controversial development areas. In Millcreek Canyon, 5,580 acres was identified as crucial deer winter habitat (p.13). Within this 5,580 acres, 815 acres or 628 acres of riparian habitat was projected as potentially adversely impacted by surface disturbing activities. Even though the total area

COMMENT LETTER OR-7

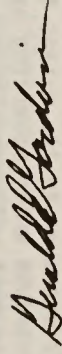
OR-7.4 (cont.) represented an implied minor impact of 13% (p. 19), crucial winter habitat is involved. In this case, the impact of potential development would result in total annihilation of the small deer herd on the range. With a category 1 (standard stipulation) within this area, it is clear the total disruption of wildlife population levels, even on critical range, is acceptable to most development objectives. At a minimum special stipulations protecting winter wildlife habitat use integrity should have been stipulated.

OR-7.5 (b) In the Desolation Canyon (WSA #66), the "Summary of Significant Environmental Consequence" identified less than 0.8 percent (2317 acres) of the WSA wildlife habitat to be adversely impacted. However, on page 59, 9,072 acres (3 percent of WSA) in the nondesignated portion would be unuseable for wildlife due to development and human encroachment. This disparity in percent of habitat adversely impacted brings into question the accuracy of BLM assessment of adverse habitat impact on the remainder of the WSA.

OR-7.6 Also, the Desolation Canyon summary identifies a potential loss in carrying capacity of 63 big horn sheep, 347 deer and 48 elk as a result of winter loss. These losses represent a significant loss, but does not reflect the impact on current population levels which are far below carrying capacity. Since it is highly unlikely population levels of the above animals will not increase significantly prior to congressional wilderness recommendations, current impact on wildlife as well as impact on carrying capacity should be addressed prior to the Final EIS. This may necessitate a supplemental wildlife impact draft for public comment prior to the Final EIS. Failure to address impact of development on current wildlife populations could result in irreversible impact on existing wildlife populations. This could be especially relevant concerning the current downward trend now being experienced by Desert Bighorn Sheep.

OR-7.7 Wildlife expendability indicated by the two examples, BLM's low priority for ACEC designation of critical wildlife habitat, BLM move to reduce wildlife biologist manning levels, and BLM's attempt to revoke protective withdrawals bring into focus the concern the Utah Wildlife Federation has in BLM ability to protect and enhance wildlife habitat. Based on these concerns, the Utah Wildlife Federation supports as a minimum the "All Wilderness" alternative of over three million acres. The Utah Wildlife Federation would like to receive a copy of the final EIS.

Cordially,



Gerald E. Gordon
President

COMMENT LETTER OR-8

The National Outdoor
Leadership School

P.O. Box AA
Lander, Wyoming 82520
307-332-6973

Jim Ratz
Executive Director

August 13, 1986

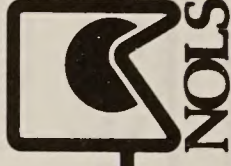
Dr. Gregory F. Thayne
EIS Team Leader
Wilderness Studies
Bureau of Land Management
Utah State Office
324 South State St., Suite 301
Salt Lake City, Ut. 84111 - 2303

Dear Dr. Thayne:

OR-8.1

The National Outdoor Leadership School (NOLS) would like to thank the BLM for this opportunity to respond to the Utah BLM Statewide Wilderness Draft Environmental Impact Statement. Presently NOLS is the second largest Backcountry Special Use Permittee utilizing public lands in the United States. Although the great majority of our use occurs on National Forest lands the 2,000 plus service days employed annually on Utah BLM Lands is an integral part of our fall and spring semester programs. NOLS presently operates on the San Juan Resource Area with plans for future use on the Escalante and House Range Resource Areas. We feel we are in a unique position to comment on the draft EIS. We hope that our concerns will be addressed.

NOLS would like to take this opportunity to commend the BLM for the work that is being done to protect these wild and scenic areas. NOLS supports the BLM concept of wilderness as opposed to the San Juan and Escalante Counties Multiple Use concept of land management which promotes open range and forest resources over conservation and recreation.



NOLS is a nonprofit educational corporation

BLM Utah State Office
Wilderness Studies (U-933)
324 South State Street
Salt Lake City, UT 84111-2303

May 30, 1986

To whom it may concern,

We are writing regarding the Utah State BLM Draft Environmental Impact Statement (DEIS) on Wilderness. We would like to express our concerns for areas that have been dropped from the proposal, specifically the White Canyon Complex and Arch Canyon, both within the San Juan Resource Area. We would like to state our reasons in support of the Utah Wilderness Coalition's wilderness proposals for Utah which seeks to reinstate both the White Canyon Complex and Arch Canyon for wilderness designation. Also, we want to encourage the designation of wilderness for all of the Dark Canyon Wilderness Study Area, which is part of both the DEIS and the UWC's proposal.

We are students of the National Outdoor Leadership School (NOLS), receiving college credit from the University of Utah for NOLS' Spring Semester in the Rockies. We are a group of sixteen who backpacked in the San Juan Resource Area during the desert section of our semester. In addition, four other NOLS groups of the same size also explored southeast Utah this Spring. We started our hiking in Long Canyon off highway 95, travelling along the canyon and mesa north/northeast to Lost Canyon, down Lost Canyon to Dark Canyon, hiked the whole length of Dark east to Elk Ridge, and then dropped into Arch Canyon, ending our route in Comb Wash. We spent a total of twentythree days in this area and covered approximately one hundred miles.

As a group, we would like to comment on several issues related to the encouragement of wilderness designation of the above areas. First, we feel wilderness recreation has a significant economic impact on southeast Utah. As tourists, we spent on the average twentyfive dollars per person per day in local towns such as Moab and Monticello. Furthermore, we are aware that NOLS pays land use fees to the BLM for each of the eleven courses-12 to 16 students per course-that it sends to southeast Utah annually. Every year approximately 175 NOLS students spend about \$4500. as tourists in southeast Utah, not to mention NOLS institutional expenses such as land use fees, transportation costs, staff meals and personal expenses, and others.

Secondly, we feel that these areas clearly qualify for wilderness designation as defined by the Wilderness Act of 1964. It is the rugged beauty and natural character of the land that causes NOLS to return to these areas. In addition, during our twentythree days backpacking we met former NOLS students who had returned with family and friends to further explore areas they had enjoyed with NOLS. If this land is carved up into small, sporadic parcels it will lose its attraction to backpackers that seek wilderness areas that offer outstanding opportunities for primitive and unconfined recreation, solitude, and land that is unscarred by humankind. We feel that the BLM DEIS does carve up the land in this way and is thus faulty.

OR-8.2

OR-8.3

- 2 -

We support the UWC's proposal as a more comprehensive approach to wilderness preservation and insurance that the spirit of the Wilderness Act will be secured in southeast Utah.

The following letters are personal comments by some members of our group in support of this position. We would appreciate if you would keep each of us up-to-date on the wilderness designation process in Utah and any future opportunities we might have to comment.

Sincerely,

Members of our Expedition:

Marvia Rivas

Chris Mack

Ted Myers

Mike Penny

Amie Macdonald

Chris Fletcher

Rich Meyer

Diana Cohen

Kathy Kemper

Margaret Hollowell

Vincent Perrell

cc: Have been sent to all of the following of all of the enclosed letters:

Senator Malcolm Wallop
Chairman Senate Subcommittee on Public Lands, Reserved
Water & Resource Conservation
Senate Office Building
Washington, D.C. 20510

Congressman John Seiberling
Chairman House Subcommittee on Public Lands
House Office Building
Washington, D.C. 20515

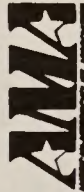
Southern Utah Wilderness Alliance
Box 348
Escalante, UT 84726



OKLAHOMA DIRT RIDERS, INC.

P.O. Box 94433

Oklahoma City, Oklahoma 73143



Charter Member

April 11, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 S. State St., Suite 301
Salt Lake City, Utah 84111-2303

Re: Proposed Wilderness
Designation-San Rafael Swell
U-060-007 Muddy Creek
U-060-023 Sid's Mountain
U-060-025 Devil's Canyon
U-060-028A Crack Canyon
U-060-029A San Rafael Reef
U-060-054 Mexican Mountain

Dear BLM,

We in Oklahoma are opposed to the proposed wilderness designation of the above described tracts as recommended in the recently completed Wilderness Environmental Impact Study for Utah due to its attempt to exclude off-road motorcycles from these areas.

Every summer members of our organization travel to various parts of the country to camp together and enjoy our chosen avocation of off-road motorcycle riding. Attempts by various special interest groups to eliminate areas open for our activities are of special concern to us. Use of the above lands should be left open to all user groups, not a selected few.

We wish to register our strong opposition to the wilderness designation currently being considered.

Sincerely,

cc: Senator Jake Garn
SD 505
Washington, D.C. 20510

Pete Holcomb
PETE HOLCOMB
909 N.W. 39th
OKLA. CITY, OK. 73118

April 17, 1986

Wilderness Studies (U-933)
Bureau of Land Management
324 South State, Suite 301
Salt Lake City, Utah 84111-2303

Dear Sir,

As a long-time resident of Utah and an avid dirt bike rider, I would like register my opposition to the wilderness designation for the following areas in the San Rafael Swell:

U-060-007 Muddy Creek
U-060-023 Sid's Mountain
U-060-025 Devil's Canyon
U-060-028A Crack Canyon
U-060-029A San Rafael Reef
U-060-054 Mexican Mountain

Thank you for the opportunity to express my opposition to the proposed wilderness designation. This proposal would eliminate those activities of myself and other dirt bike enthusiasts in the above stated recreation areas.

J.W. Maughan

22 MR. RUSSELL: MY NAME IS DON RUSSELL FROM OGDEN,
23 UTAH. I REPRESENT AS A VOLUNTEER ON AN ADVISORY COUNCIL
24 FOR THE UTAH STATE BOARD, RECREATION DEPARTMENT. I'M ALSO
25 THE PRESIDENT OF THE UTAH FOUR-WHEEL DRIVE ASSOCIATION.

104

1 IT HAS BEEN PLACED IN MY MIND, A QUESTION OF DEFINITION
2 FROM THOSE WHO SUPPORT WILDERNESS, THAT WILDERNESS WOULD
3 BE -- THAT WILDERNESS WOULD BE IN ITS TRUEST SENSE
4 A MULTIPLE USE LAND. I ASKED HOW CAN THAT BE. AS FAR
5 AS THE ACCESSIBILITY, ONE, TO THOSE WHO CAN AFFORD THE
6 EXPENSE OF HORSES. TWO, TO THOSE WHO ARE HUMANLY ABLE
7 AND HAVE TIME TO WALK. TRUE, HUNTING AND FISHING,
8 CAMPING, BEAUTIES OF NATURE AND ENJOYMENT THEREOF, TRULY
9 ARE THE HERITAGE OF UTAH. UTAHNS AND THE TRUE NATURAL
10 UTAHNS, FEEL THAT THESE ACTIVITIES SHOULD BE PRESERVED,
11 AND SHOULD BE HONORED AND TAKEN CARE OF. THE TRUE UTAH
12 NATIVE WANTS TO KEEP THE TREASURES OF UTAH AND BELIEVE
13 THAT WE WILL. THOSE OF US WHO ARE TRUE UTAH NATIVES SEEM
14 TO BE A MINORITY HERE TONIGHT. FOR THOSE WHO HAVE BEEN
15 TRANSPLANTED, HAVE SPOKEN VERY RECENTLY ABOUT THE WILDERNESS
16 RELIEF. UTAHNS ARE NOT ENVIRONMENTALLY DESTRUCTIVE
17 PEOPLE FROM BRIGHAM YOUNG UNTIL NOW. THOSE TRANSPLANTS
18 COMING INTO OUR STATE, HOW COULD THEY HAVE FOUND OUR
19 BACKPACKING SO SOLACE, SERENE AND INSPIRED?
20 UTAHNS ARE, HOWEVER, PRESERVERS OF THEIR LANDS.
21 SAD AS IT IS, THERE ARE SOME OF US WHO ARE NOT EDUCATED
22 AND SHOW THEIR IGNORANCE BY ABUSE WHICH IS SAD, BUT TRUE,
23 VISUAL FOR ALL THOSE WHO CAN SEE AND POINT A FINGER.
24 BUT IT IS TRUE THAT THERE ARE MORE UTAHNS THAT
25 RESPECT THE LAND THAN THOSE WHO HAVE ABUSED IT. IT IS,

1 HOWEVER, SAD THAT THE RECOGNITION IS NOT GIVEN TO THOSE
2 WHO DO RESPECT, CLEAN UP AND TAKE CARE OF THE LANDS AS
3 IT IS TO THOSE WHO ABUSE IT.

4 UTAH PREFERS TO MAINTAIN THEIR CHOICE OF TRAVEL.
5 THIS CAN BE OR CAN BE THE TRUE MULTIPLE USE OF OUR BACK
6 COUNTRY. PRESERVE OUR BACK COUNTRY, PRESERVE IT FOR ALL
7 TO SEE. UTAHNS AND OTHERS WHO TRAVEL OUR STATE GET

8 THERE AND ENJOY MOST OF IT BY MOTORIZED TRANSPORTATION.
9 GIVE UTAHNS A CHOICE OF TRAVEL AND THE OTHERS WHO COME
10 INTO OUR STATE, WHETHER IT BE ON FOOT, HORSEBACK OR
11 WHEELED VEHICLES. THAT CHOICE MAY BE IN A RANGE FROM
12 PEDAL BIKES TO MOTORIZED BIKES TO SNOWMOBILES AND
13 SNOW MACHINES OF ALL TYPES, TO MULTIPLE DRIVE AXLE
14 VEHICLES WHICH INCLUDE A VARIANCE OF FOUR-WHEEL DRIVE
15 VEHICLES.

16 GIVE UTAHNS A CHOICE AND A MEANS OF TRAVEL,
17 LOOK ABOUT YOU ON THE ROADS ON THE BYWAYS, IN THE
18 COUNTRIES AND ON THE HILLSIDES AND MOUNTAINS. THERE IS
19 A CHOICE. LOOK AND SEE HOW MANY UTAHNS HAVE FOUR-WHEEL
20 DRIVE AND MULTIPLE USE, MULTIPLE DRIVE AXLE VEHICLES.

21 THIS SHOWS THE MAJORITY OF UTAHNS CHOICE. DON'T LET
22 A FEW CHOOSE THE WAY FOR US WHO ARE THE MANY. SUPPORT

23 OUR GOVERNMENT AND SUPPORT OUR LEGISLATURE. SUPPORT
24 THE PRESERVATION OF OUR BACK COUNTRIES. BUT LEAVE THE
25 CHOICE TO THE UTAHNS AND THOSE WHO COME ON THE ACCESSIBILITY

#3
Reverend
Margaret Kelsy
General

OR-11.1

1 AND THE WAY THEY CHOOSE TO SEE IT.
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24
25

THANK YOU.

23 "R. RUSSELL: My name is Don Russell, not Dan
24 Russell, 1783 North 475 East, North Ogden, Utah. I
25 represent the Utah Four-Wheel Drive Association and am
1 president of that organization. We are members of the
2 United Four-Wheel Drive Association, we have a great
3 deal of interest in the future of the public lands. By
4 way of information, 4X4 sales in the past seven years
5 have exceed five million. Sales of 4X4 vehicles has
6 increased 96 percent from 1975 to 1979. Sales have
7 tripled from 1981 to 1984. In 1984, alone the sales of
8 4X4 vehicles exceeded 1.1 million. Closing roads is out
9 right discrimination against the legitimate recreation
10 of four-wheel drive and continues to grow inspite of the
11 economic vehicles, impacts, and the dollars that are
12 spent annually from this recreational activity.

13 Millions of fees are collected from recreational
14 special fees from the BLM and other government
15 institutions. The BLM collected over \$75 million alone
16 in 1983 from off-road vehicle usage. These collections
17 came from special permits and taxes, fees, for uses of
18 lands. The recreational vehicle market estimated it to
19 amount to more than 2.4 million dollars annually in
20 equipment sales alone, in addition to the estimated 10
21 million dollars of annual 4X4 sales, the potential 12
22 billion dollar total recreational four-wheeling income
23 amounts to nearly five percent of the total of 244
24 billion in recreational industry. Today millions of
25 recreational vehicles are generating billions of dollars

OR-11.2

OR-11.2
(cont.)

1 for the economy have a direct impact on just two percent
2 percent of the total recreational lands for ORV uses.
3 One BLM district in Arizona in 1983 accounted for
4 655,000 people for visiting hours of recreational
5 usage. The income of this exceeded 620 million
6 dollars. Approximately one-third of America is owned by
7 the Federal Government. ^{the 30 percent of land is owned by the Federal Government.} So we discussed a term
8 wilderness. The great deal of controversy comes from
9 this word. It means many things to different people.
10 it is in idealistic sense and no one can argue against
11 the versatility of wilderness at least all of the
12 recreational four-wheelers who have a strong love for
13 nature and wilderness ^{as} anyone. But how can anyone in
14 an area that has felt the input of man and many miles of
15 roads with mines and cabins, ghost towns, et cetera, be
16 considered prime destined or untraveled or virgin
17 lands. These are the areas with which prime
18 four-wheeling trails do exist. The recreational
19 four-wheelers find themselves being closed and shut out
20 because of the wilderness extensions.

21 Wilderness extensions alleviate the highest
22 percentage of usage and ^{have} eliminate it to just a small
23 percentage of an elite few. Recreational four-wheelers
24 won't argue with preserving true wilderness. The
25 beautiful, truly, prime remnants of our national

OR-11.3

#5
Recreation
Marjorie
Gardner

OR-11.3
(cont.)

1 heritage should be preserved. We will argue, however,
2 with the creation of wilderness by calling an area
3 roadless simply because the roads have not been
4 maintained by mechanical means on a regular basis or by
5 other bureaucracies or legal double talk.

6 This basically constitutes a taking of our lands
7 without justice or logical prudence. Wilderness
8 eliminates legal roads and eliminates public access to
9 public recreation and in turn intensifies use in other
10 areas instead of disbursing it. A road itself, nor its
11 use by recreational vehicle does not produce any impact
12 or degradation to the environment. Only people do,
13 improperly educated people.

14 Wilderness in 1964 started with many fine and noble
15 intentions. Back then the original concept and everyone
16 agreed to was a total of about 15 million acres of
17 prime, jewel, wilderness area. Today we have nearly 200
18 million acres, and it's growing. When will it stop?
19 The sad part of all of the wilderness is the very small
20 percentage of American recreationalists are able to use
21 this vast part of the recreational acreage. And the
22 national park service recreational service in 1984 shows
23 only five percent of recreationalists are backpackers.
24 Another survey showed that 70 percent of visitors were
25 ORV's while three percent were hikers. 29 percent of

OR-11.4
(cont.)

1 the people that use the recreational parks and service
2 facilities use motorized vehicles. And again only 70
3 percent backpack, 3.6 of all national forest recreation
4 is wilderness. Amazing as it may seem, in 1980 nearly
5 85 percent of all wilderness use occurred on the
6 original 14 million acres of wilderness area. So we see
7 that most of the travel into the wilderness area is
8 consistently used and consistently visited in the
9 original areas.

10 Another study shows that 80 percent of the
11 wilderness use occurred on only 20 percent of the total
12 wilderness acreage.

13 ~~THIS READING OR-11.3. Can you complete your remarks~~
14 ~~in one minute, Mr. Russell?~~

15 MR. RUSSELL: So in a sense what we're saying is
16 there is a great deal of wilderness area that is not
17 being used by the people and not being visited as ^{we} would

18 have been led for us to believe, ~~here tonight~~. We submit

19 that a proper educational system is what is in need in
20 teaching the people to respect the use of the
21 environment and respect the use of the resources the
22 respectful use of our learning abilities within it.

23 We believe in and we support and we sustain proper
24 uses of the land. We're not opposed to wilderness
25 development. We also believe that it should not

OR-11.5

#1
Hansen
M. J. J.
Gardner

- 1 eliminate itself and direct itself to a specific
- 2 minority, or a small portion of the citizens of the
- 3 country. We are all taxpayers. We all have the right
- 4 to use the land and use it respectfully. We believe
- 5 that motorized vehicles should have the opportunity to
- 6 go in and not to create, tear down, or develop new
- 7 roads, but use existing roads and by means of volunteer
- 8 efforts by organized clubs and recreational enthusiasts
- 9 maintain those roads for proper usage so that the
- 10 defamiation of the land does not continue and there is no
- 11 more erosion or further conflicts ^{with} ~~of~~ the national
- 12 environment. We believe in preserving that land, but
- 13 we do not believe in keeping all people from it. Thank
- 14 you.



RED ROCK 4 - WHEELERS
P.O. Box 1471
Moab, Utah 84532-1471

August 10, 1986

Wilderness Studies (0032)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-0303

This will inform you that our thirty two family organization wishes to see the implementation of ALTERNATIVE 6, Regional Representative, for the state of Utah Wilderness Environmental Impact Statement.

We have previously submitted a detailed communication listing our exception to the behind the Rocks Area, wherein we noted the apparent oversight of a well-established OPV trail in the northern end of this area.

John Sensenbrenner
Correspondent



RED ROCK 4 - WHEELERS

P.O. Box 1471
Moab, Utah 84532-1471
Phone (801) 259-7014 or 259-7011

July 14, 1986

Bureau of Land Management,
Department of the Interior
Utah State Office
324 South State St., Suite 301
Salt Lake City, UT 84111-2303

Comment on: Utah BLM Statewide Wilderness
Environmental Impact Statement - Draft - 1985

In Particular: Volume V, Southeast Region
Behind the Rocks WSA

SUMMARY

These comments are made by the Red Rock 4-Wheelers, Inc., a non-profit club devoted to responsible off-highway, four-wheel-drive recreation and based in Moab, Utah. While the general policy of this club has been to oppose all trail closures, we also recognize reasonable exceptions to the general policy; for instance, trails may have alternate routes and have no recreational merit on their own. Furthermore, the club members have a common interest in appreciation of wilderness and do not categorically oppose closure of every area to vehicle use.

The particular concern of these comments is a well-established off-road trail, called the Moab Rim Trail, that borders on, and encroaches upon, the Behind the Rocks Wilderness Study Area. This trail has been used for the past nineteen years in the annual Easter Jeep Safari, and it has been the main subject of national magazine articles in addition to its description in trail guides. The trail's reputation draws four-wheel-drive enthusiasts to the area throughout the year. The encroaching portion of the trail had been used several years prior to the inventory of roads (1978) in the WSA, but apparently escaped notice because much of it is on slickrock or sandy soil where tracks disappear quickly. The

OR-12.1

Four-Wheeling Fun

OR-12.1
(cont.)

addition of this portion of the trail in the early 1970's greatly improved the appeal of the trail because of the extended length, the outstanding scenic vistas, and the challenge for four-wheel-drive vehicles and drivers.

The short trail portion involved would seem a small loss relative to the large area of the WSA that is truly roadless. In return, the entire trail has economic value to the area. In fact, it is a "destination" to some visitors, and such visitors are the type who may return to start a business or to retire.

INTRODUCTION

The commenting party is the Red Rock 4-Wheelers, Inc., a non-profit, four-wheel-drive recreational club based in Moab, Utah. This club had 39 member families on July 1, 1986, with 31 from the Moab area and 8 from elsewhere in Utah, California, Arizona, Nevada, Colorado, and Louisiana. The club has, for the past few years, been organizer of the Easter Jeep Safari and the Labor Day Camp-Out, which events draw many visitors to the Moab area. In addition, the club handles mail requests for four-wheel-drive information and often personally guides individuals, other "jeep" clubs, and magazine writers on local trails throughout the year. These activities have produced favorable publicity for the area with the result of attracting visitors and economically desirable businesses, such as films, television, and commercials.

These comments are being made in the interests of the economy of the community, which is becoming increasingly well known as a center for off-road activities, and for which the Moab Rim Trail is a symbol of driving challenges and scenic beauty that characterize the area. If the selfish interests of the Red Rock 4-Wheelers were the only consideration, we would be more aggressive in pursuing our basic policy, which is to promote multipurpose use of public lands. It is our club members' love for our environment that has brought them into this outdoor activity and to a policy of keeping public lands accessible--in ironic contrast to the similarly motivated policies of the staunch wilderness advocates. Our concern for the back country experience has led us to organize a regular monthly club outing for cleaning up litter from local trails (two trash bags, each about half full, were carried from the Moab Rim Trail last fall.) While no group of people is of a single mind on wilderness issues, many of our members would favor most of the Behind the Rocks WSA for wilderness status because most of it is truly roadless and otherwise little altered by human activity.

TRAIL USAGE

The Moab Rim Trail has been used in every Easter Jeep Safari from 1968 on, and the loop trail portion has been included since 1971. At the 1986 Jeep Safari, 578 vehicles paid a \$20 registration fee. Of these, 45 vehicles travelled the Moab Rim Trail, and 15 or more unregistered vehicles were seen on the trail that day. Another 14 vehicles participated in a pre-run of the trail just before the Safari. The Safari trail leader has run the trail 8 times in the first half of 1986, each time with other vehicles. Other Red Rock 4-Wheeler members have guided groups on the trail during that period, and have given verbal advice to a few "jeep" clubs and small groups who have found the trail on their own. Furthermore, on all of our trips, we find tire tracks that give evidence of other visitors. A conservative estimate, considering just the trips we have been involved with, might be that more than 100 vehicles--at least 300 people--have travelled the trail from January through July of 1986.

A 24-page tabloid newspaper, prepared for publicizing the 1986 Jeep Safari, featured a front-page photo, taken from Poison Spider Mesa, showing several vehicles on the river-overlook fin amid the grandeur of Behind the Rocks and the La Sal Mountains. In April, 1985, FOUR WHEELER magazine (Ref. 2) had four pages of text and photos on the 1984 Jeep Safari on the Moab Rim Trail. In March, 1986, the same magazine (Ref. 3) had a long article on testing six vehicles for their "four-wheeler of the year" award, and a considerable part of their testing, their most dramatic photos, and much tough-trail bragging came from the Moab Rim Trail. The May, 1986, issue of THREE WHEELING magazine (Ref. 4) had an article with photos of canyon country trails, including the Moab Rim. The July, 1986, issue of 4WD ACTION magazine (Ref. 5) has four pages of "Journey into Moab," including Moab Rim Trail (the large photos on pages 68 and 70 show the "death row" descent). The Searchers, a company based in Cortez, Colorado, makes and sells video tapes to exemplify the best off-road-vehicle trails, and the Moab Rim Trail was one of the first tapes they made.

OTHER TRAIL CLOSURES

The Red Rock 4-Wheelers would like to make brief comment on other trails proposed for closure in the Behind the Rocks WSA. Well-established spur trails exist just south of the "Indian Fortress," in a side canyon of Pritchett Canyon, and branching east from the Pritchett Canyon trail just south of the pass dividing Hunter from Pritchett drainages. Other less well developed trails appear in the south end of the region. All of these trails are short and come to dead ends for vehicle travel. None has features that are of interest for recreational four-wheeling, and their loss would be insignificant from that standpoint. Nevertheless, it happens that almost all of these trails

THE MOAB RIM TRAIL

The Moab Rim vehicle trail, as it was generally known around 1978, has been described by Barnes (Ref. 1). He describes the trail from the river to the rim, and as it leaves the rim over a small pass into a drainage system, and as it keeps right at a trail fork (in view of an arch) to reach and climb a dome-shaped rock. The trail portion that he did not describe branches right, approximately west, just after the original trail leaves the dome-shaped rock. This junction is the beginning of a narrow loop that rejoins the original trail a short distance to the south. The westerly trail crosses sandy soil with a few rock outcrops for about 0.3 miles. Just before reaching a mass of slickrock, a trail fork to the left may be seen. This left-hand fork short-cuts a portion of the loop and reaches the loop trail in about 0.15 miles. The right-hand branch climbs and follows the right side of the slickrock mass. The trail leaves the slickrock and continues basically westerly through sandy soil to a fork near a slickrock fin about 0.55 miles from the previous fork. The right-hand branch at this fork is a spur, about 0.35 miles long, that goes to a spectacular river overlook. The spur reaches its first river view at a large crack between fins, and it descends on the right side of the crack to the beginning of a fin. Vehicles mount (with difficulty) this long, narrow, undulating fin and follow it to a large slickrock area that contains huge potholes and offers river views in both directions. This trail spur must be retraced to the last fork, where the loop trail continues and climbs a large fin. The steep, narrow descent (punctuated by ledges) from the fin is called "death row" by trail leaders and explains why the trail loop is being described in this direction; no one has been known seriously to attempt to climb "death row." The loop trail continues, now easterly, to a short, steep slickrock climb and soon passes a junction with the shortcut mentioned earlier. The loop trail rejoins the original trail about 0.1 miles from the start of the loop after covering a total trail length of about 1.7 miles, including the one-way length of the river overlook spur.

This short loop trail and spur include some of the most spectacular and exciting four-wheeling to be found anywhere. It is as demanding on vehicle and driver as the river-to-rim portion of the trail, and is far more thrilling.

The small area enclosed by the loop trail would seem to have little wilderness merit in comparison to the rugged fin country to the south. Indeed, the enclosed area could remain in the WSA, if desired, but the trail portion is important to the image of this area as a "jeepers' paradise."

OR-12.2

OR-12.4

1 ~~Thank you, Mr. Dalton?~~
2 We'll now ask Donald Hambleton, representing the Red
3 Rock 4-Wheelers, to come up.
4 MR. HAMBLETON: Thank you for this opportunity to
5 talk.
6 The Red Rock 4-Wheelers, for you who are not familiar,
7 is a local club dedicated to four-wheeling. It is a very family
8 oriented group. We are trying to spread our hills and our
9 trails with people in all parts of the country. We do this
10 through various means, including the Easter Safari, and Labor
11 Day Campout.
12 In addition to this, we do have clubs that come from
13 Colorado, and Utah, and other areas, from time to time, and we
14 show them around. We do this strictly to show our appreciation
15 for this area.
16 We are very conscious of the needs to keep these areas
17 clean. In fact, it has become almost a disease with me. I
18 can't see a beer can or Pepsi-Cola can a quarter-mile off the
19 road, but I don't go pick it up. It bothers me.
20 I guess I am a little concerned about the word
21 "wilderness." What does it mean? Does it mean hikers? What
22 does it mean? When I get out of town, and I go out, I consider
23 myself out in the wilderness, when I'm driving home from school.
24 Some pretty country out there. But to bar the people
25 that do not have the physical capability of making it out there,

NORA S. WORTHEN, CSR, RPR
(801) 571-7553

59

1 to me, doesn't seem fair. If I was 18 years old, and liked to
2 hike more, maybe I'd feel different, but I don't. I enjoy this
3 country. I grew up here, went to high school here, went away,
4 and retired a few years ago, and came back. Thoroughly enjoy
5 this country, and I just hope that we can maintain it.
6 Specifically, what I'd like to talk about is the Moore
7 Rim area, which happens to be my trail and safari. Apparently
8 after the '78 inventory which was overlooked, there are roads up
9 there. Some people don't call them roads, but I've been over it
10 seven times, and I haven't scratched my vehicle once. ~~R-R-22~~
11 They are rough roads, but they are roads. And this is
12 an area that is known nationwide, and it is something that R-11
13 people come to see. It is primarily on slick rock. You can
14 drive over this area. I have taken 40 to 50 vehicles over it.
15 The next day you can't see where we've been, except the sand
16 between the ridges. So I would hope that we do allow our
17 beautiful area to be enjoyed by all and not just by hikers.
18 Thank you.
19 HEARING OFFICER: Any questions from the panel?
20 Thank you, Mr. Hambleton.

- Ref. 2: Johnson, Rich; "Slick Rockin'," FOUR WHEELER, April, 1985, Vol. 22, No. 4.
- Ref. 3: Du Pre, Peter; "1986 Four Wheeler of the Year: Biggest Game in Town," FOUR WHEELER, March, 1986, Vol. 23, No. 3.
- Ref. 4: Orchard, Tim; "Canyon Country Adventure," THREE WHEELING, May, 1986, Vol. 7, No. 5.
- Ref. 5: Saavedra, Larry; "Journey into Moab," 4WD ACTION, July, 1986, Vol. 2, No. 4.

OR-12.4 have been used by members of our club for hiking access; it seems a shame to make it more difficult for individuals to enjoy day hikes into this fascinating country.

CONCLUSION

OR-12.5 We are faced with the possible loss of the best portion of one of our best off-road recreational trails. The Moab Rim Trail has national renown and draws visitors from around the nation. These visitors tend to be active people who use other tourist facilities and who often return again and again as they learn more of the country. Many consider retiring here, and some have discussed with us their thoughts of locating small businesses here. (The writer of these comments is one of a number who "came to Moab by jeep" for retirement.)

The fact that the loop trail portion described here was included in the Behind the Rocks WSA appears to be a sort of oversight. The inventory of roads affecting the WSA boundaries acknowledged the Moab Rim Trail, but the loop trail extension had been made deliberately so unobtrusive that it escaped notice.

The loop trail portion now within the WSA is small in size and does not include the type of spectacular terrain that makes Behind the Rocks so attractive for wilderness status. Its loss to the wilderness area would be insignificant, but its importance to the tourist and recreational industry in the area is considerable.

OR-12.6 The Proposed Action for the Behind the Rocks WSA allows continued development of existing valid mining claims and continued livestock grazing. In this particular WSA, the adverse impact of mining and grazing activities on the wilderness attributes is potentially far greater, and their economic value probably far less, than that of keeping the Moab Rim Trail open in its entirety.

prepared by

Ber Knight
Ber Knight, vice-president,
Red Rock 4-Wheelers

REFERENCES

- Ref. 1: Barnes, F. A.: Canyon Country Off-Road Vehicle Trails, Canyon Rims and Needles Areas (No. 8), Wasatch Publishers, Inc., 1978



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July 22, 1986

BLM Utah State Office
324 South State Street
Suite 301
Salt Lake City, UT 84111

Gentlemen:

I am writing to you to express concern about the closure by the Wilderness Act of two (2) million acres of Public domain administered by the Bureau of Land Management in Utah, this area includes prime collecting areas for Dinosaur Bone and to designate it as Wilderness Area would deny many senior rock collectors, children and handicapped persons access to the area if it is designated as a wilderness area.

Several phone calls from concerned collectors have ask me to try to use some influence with the Bureau of land Management to reconsider designating the area around Farrin, Utah (near Price) as such, but to allow reasonable access to continue collecting in this area.

We would appreciate anything you could do in consideration for us.

Sincerely,
Lew Snow Sr
Lew Snow Sr., Chairman (RMFMS)
Conservation & Multiple Use of
Public Lands.

Address:

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Rocky Mountain Federation
of
Mineralogical Societies, Inc.
Educational Nonprofit Tax Exempt Organization

816 Whippoorwill Court
Bartlesville, OK 74006
August 9, 1986

Bureau of Land Management
Utah State Office
324 S. State St., Suite 301
Salt Lake City, UT 84111

Gentlemen:

I am a member of the Rocky Mountain Federation of Mineralogical Societies, Inc., a non-profit, educational and scientific organization representing nearly 7000 people in the Western United States, including Utah. In pursuit of our hobby we have historically entered upon public lands to collect non-commercial quantities of rocks, minerals, fossils and gemstones for our own use. The recent proposals to designate vast areas of Utah as wilderness is of great concern to us because this will exclude us from areas that are known to be good collecting sites. We see several reasons that this action should not take place, which I will enumerate below:

Unfair

Federal land belongs to all the people and should be managed to provide the greatest good for the greatest number of people. Wilderness designation effectively reserves these lands for the use of a small minority--wealthy people and young adults. The majority of the population of the United States is neither wealthy nor young adult, including many retirees who wish to enjoy the wonders of nature, and this majority is excluded from this legitimate activity because vehicular access is prohibited.

Unnecessary

The proposed lands are already essentially in wilderness status with the exception of a few roads providing minimal access. It is unnecessary to create a new management jurisdiction to preserve their pristine beauty and solitude since by their very character, they are not threatened now.

Against Best Interest of Rockhound

As stated above, most of the proposed area is known to be good rock collecting area. It is impractical to hike great distances in this largely desert country, to say nothing of also carrying rocks; so, young and old alike are foreclosed from pursuing a legitimate recreational use of the land.

OR-13.1

OR-13.2

OR-13.3



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Other Perceived Negatives

Wilderness designation removes private, taxable holdings, from local tax rolls, making already difficult operations of local government in this sparsely populated area even more difficult.

The small mineral prospector and operator is effectively excluded, since only large companies with substantial financial reserves can afford the cost of permitting in special use areas. As yet unknown mineral resources will go untapped.

It will be appreciated if you will give the foregoing some consideration in your decision-making process.

Very truly yours,

John T. Alf
John T. Alf
President



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OR-13.5

First, although the impacts on 12 different issues and concerns were discussed, the impact of wilderness designation on recreational use of the land in the pursuit of the earth science hobby doesn't seem to be addressed. We feel that the impact on this activity should be studied. In the Rocky Mountain Federation alone there are nearly 7000 individuals who have historically used the proposed areas for the purpose of collecting rocks, minerals and fossils. Nationwide, the American Federation of Mineralogical Societies represents about 70,000 persons, most of whom are current or potential users, and there many times this many persons who are not affiliated with any Federation but who value the recreational benefits of collecting. Wilderness designation would affectively close off access to most of the proposed areas to a large percentage of these persons. Therefore, it is respectfully requested that this adverse impact be studied.

OR-13.6

Secondly, although 110 different organizations were listed as providers of coordination and consultation in your studies, none of these seems to be representative of the recreational earth science hobbyist. It is, therefore, requested that the Rocky Mountain Federation



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of Mineralogical Societies be included among those who provide input to the continuation of the studies. I believe we are in a position to provide valuable insight into a phase of your studies which heretofore has been neglected. Please let us know how we may assist you in this matter.

Your consideration of these requests will be appreciated.

Very truly yours,

Alice V. Smith
Alice V. Smith
President

cc: John T. Alf
Chairman, Public Lands Advisory Committee

2 MR. BATEMAN: My name is Glen Bateman, I'm a
3 professor at Brigham Young University in the Chemical
4 Engineering Department. We have lived in the state for
5 a good share of our lives. I have lived away from the
6 state long enough to appreciate what is here. The group
7 I represent is basically older people and I suppose my
8 gray hair puts me in that category, too. We're properly
9 or popularly known as rock hounds and that has nothing
10 to do with the loud music that the first speaker alluded
11 to tonight. We're the people who wander around the
12 desert and pick up pretty rocks and take them home and
13 polish them up a little bit and make something out of
14 them. While we're doing this, of course, we enjoy the
15 scenery and breathing the fresh air and generally get a
16 little spiritual renovation and other benefits that have
17 been mentioned.

18 Now, I got this big box of material sent to me. I
19 will admit that it's -- I simply have not had time to
20 digest it. And I think that may be true of most of us.
21 We have not had time to really study the issue here and
22 decide what our position are going to be. As far as I am
23 actually concerned, Wilderness areas ought to include
24 some of these foothills where these people who let there
25 kids go out with motorcycles and off-road vehicles and

1 tear up the bottom of every foothill just to see if they
 2 can climb it, I would like to see that stopped. I don't
 3 have any objection to the BLM's designation over some of
 4 these areas, and I have never been to most of them. I
 5 have to take somebody else's word that they're good
 6 areas and worthy of wilderness designation. There are a
 7 lot of beautiful things in this state, and in case
 8 you're not a rock hound, I might mention some of the
 9 things we pick up and which really are objects of beauty
 10 as well as any diamonds you will ever find. There are a
 11 lot of beautiful agates and jasper. We find petrified
 12 wood and dinosaur bones. We find things like native
 13 copper and obsidian and burrow, and horn corral, and
 14 topaz, and just lots of nice things that we love to pick
 15 up and take home and do something with.

16 We represent in the federation about 1,500 to 2,000
 17 people all across the state, and I don't think there's
 18 any corner of the state we haven't poked our nose and
 19 our rock hammers into. And generally speaking, we think
 20 we're pretty responsible people and we kind of like what
 21 we see here in the state. If I have to generally
 22 categorize our position in the 15 seconds, I would say
 23 that generally I think we agree there are some areas
 24 which should be protected as much as possible, but we
 25 would like to reserve the right in most cases to walk

OR-13.7

OR-13.7
(cont.)

1 over land and pick up a rock if we find one that's
 2 pretty and take it home. Most of our people are older.
 3 We do like to use existing road maps. People who are 60
 4 or 65 don't like to walk too far from their vehicle and
 5 especially if you're carrying 30 or 40 pounds of rock.

6 Now, we generally have enjoyed a good relationship
 7 with BLM people and we find that we work well with them
 8 together, if we explain our side too them. In general
 9 the people have pretty much bent over backwards to
 10 accommodate our point of view. I apologize in that we
 11 have not had time to fully study this and for the
 12 record, I am sure that the federation officers will,
 13 before these hearings are over or before the 15th of
 14 August deadline, that we will make our written position
 15 known to you, and our recommendations. We thank you for
 16 the opportunity to attend these hearings. And there is
 17 some hysteria in our group. I got a call here a while
 18 back who says they are going to ruin the whole San
 19 Rafael Swell, we've got to get out there and stop them.
 20 When I look at maps, there's not a whole lot of San
 21 Rafael Swell that's going to be effected that much, so I
 22 think there is a matter of education on both sides of
 23 the fence here before this thing really settles. And we
 24 will certainly try to make our position known and assume
 25 that this will have due consideration by the BLM. We

1 | thank you for the opportunity.

23 THE HEARING EXAMINER: Thank you, Mr. Okelberry. Dick
24 Probert.

25 MR. PROBERT: I am Dick Probert, President of the Utah

1 Cattlemen's Association and a cattle rancher in Scipio, Utah.
2 The Utah Cattlemen's Association has been representing
3 ranchers since 1876, and for 110 years ranchers have been
4 concerned with range management and have made their living
5 among the natural beauties of our state. With those 110
6 years of history, I hope to set the stage for my great
7 concerns about this misguided preservation and management
8 of our public lands.

9 I feel a personal insult from those zealots that support
10 wilderness land management by using the claim that only
11 through wilderness management will this land be preserved
12 for our future generations.

13 My family lineage instilled a deep love for the land
14 where we make our living raising food and fiber for others.
15 My forefathers and their ranging acres were the first true
16 conservationists of the western ranges. Ranchers are still
17 the best stewards of the public ranges, as our livelihood
18 and our children's future depend upon preservation of the
19 forage, watershed, and water to be shared by our livestock
20 and wildlife.

21 The wilderness misconception paints the picture that
22 only through wilderness designation will the land be
23 preserved for future generations. It is only through our
24 past and continued conservation concerns, using modern
25 range techniques, that these areas of natural beauty are

OR-14.1

First, I want to be plain spoken and state that I support multiple use land management, where all users of public land are treated equally. In wilderness land management, the primitive recreational user is so superior that the other users are either eliminated or seriously restricted from their normal use.

As a public land rancher, I would not ask Congress to make my user rights so superior as to prohibit or restrict primitive recreational use, placing livestock grazing on an untouchable platter. Why does Congress put one segment of society against another segment of society? In the name of wilderness land management, those individuals who claim preservation of the natural beauty are missing the boat. Proper and modern insect control could stop a range from being destroyed in short order with the restricted and wilderness land management. Dead ranges do not support good watershed. I have never heard or nor read of anybody ever asking, is wilderness land management supportive of watershed preservation? I question whether they are compatible under certain circumstances.

I also object to ranchers being placed as second or third-class citizens beyond these selfish causes which champion wilderness land management.

Second, how much set-aside acres are really necessary,

OR-14.2

OR-14.3

when considering a single use such as a primitive recreational activity? Consider for a moment the National Forest designated wilderness areas of 802,639 acres. National parks or monuments, 1,951,984 acres. National park recommended wilderness, 1,264,431 acres. National recreation areas, 94,308 acres. U. S. wildlife refuges, 94,505 acres. BLM-designated wilderness, 22,551 acres. Area of critical environmental concern, 85,376 acres. All total millions and millions of acres, already protected in Utah.

How much wilderness is enough for a handful of citizens, who might spend three days annually in these areas? Utah already has more than enough areas set aside for the eastern urban population to come and have fun.

Third, the Wilderness Act of 1964 provides continued livestock grazing be established prior to designating the areas as wilderness. We appreciate this, but history has shown that public servants who are charged with managing wilderness areas interpret livestock grazing in varying degrees, including unnecessary restrictions and reductions of livestock in these areas.

These concerns went to Congress in 1980, and the outcome being the text of the conference report on S-2009, House Report 96-1126, under the heading, "Grazing In National Forest Wilderness Areas."

Unfortunately, there are still those instances where

OR-14.3
(cont.)

1 congressional intent has been ignored concerning livestock
2 grazing in wilderness areas.

3 Even with guaranteed uses and rights, wilderness
4 designation threatens historical doctrine. Existing water
5 rights are threatened by wilderness designations. This is
6 a most concerning point in the light of a recent Colorado
7 court decision, Sierra vs. Block, in which existing water

8 rights have been threatened because of wilderness designation
9 Finally, the plain fact of the matter is that wilderness
10 land management does not insure the survival of an area any
11 more than multiple use land management does.

12 Wilderness management was supported by and continues
13 to find its zealots in the few preservationists organizations
14 The question that elected officials must address is how much
15 land needs to be set aside for a primitive recreational
16 experience, at the expense of the livelihood of thousands
17 who live in rural America and have learned to love and
18 cultivate the land on a daily basis, rather than an annual
19 visit? Time and time again, commitments have been made
20 concerning existing uses and activities in the wilderness,
21 and they have been repealed or simply not followed. A prime
22 example is a predator campaign over Mt. Naomi, which is
23 currently designated wilderness under the Forest Service
24 system. Utah's ranchers had commitments from these framers
25 of the original Wilderness Act that any predator control

1 program would be allowed to continue.

2 However, with the threat by environmentalists, this
3 year's campaign was cut short, while the Forest Service took
4 into account and reviewed whether it could allow established
5 predator control to continue, even though a clear direction
6 had been promised.

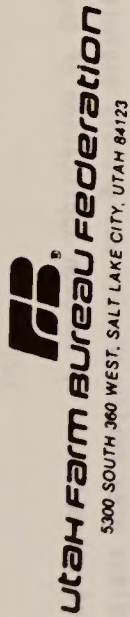
7 Wilderness management flies in the face of Utah's
8 efforts to have a multiple use, sustained yield management,
9 within our state. The livestock industry has been one of
10 the few stabilizing factors of rural Utah, and wilderness
11 will not make it any easier.

12 I believe Utah will always be a natural wilderness area
13 without designation by Congress or self-appointed, misguided
14 groups that claim to be weekend preservationists.

15 Cattlemen will not destroy the beauty that their
16 pioneer heritage through sweat and blood have learned to
17 live in harmony with love.

18 Because of a documented history and treatment of public
19 lands managed under the misguided wilderness management,
20 the Utah Cattlemen's Association cannot support any
21 alternative listed in the Utah BLM wilderness outline that
22 adds one more acre to the already large set-aside for a
23 single elite primitive recreational activity.

24 Thank you for allowing my testimony on behalf of the
25 cattlemen industry.



August 11, 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 S. State St. Suite 301
SLC Utah 84111-2303

FINAL STATEMENT REGARDING
BLM UTAH STATEWIDE WILDERNESS DRAFT ENVIRONMENTAL IMPACT STATEMENT

Dear Sirs:

The Utah Farm Bureau represents more than 20,000 member families comprising the majority of farmers and ranchers in our state. Recognizing that we have several testimonies on record from the public hearings held last May, we appreciate this opportunity to present you with this final and more detailed description of our concerns with the BLM Utah Statewide Wilderness Draft Environmental Impact Statement.

To begin we would like to endorse the No Action/No Wilderness alternative as outlined in the Draft. We see "designation" of wilderness on federal lands as a serious threat, not only to the range livestock industry, but in one way or another, to all Utahns--specifically those whose livelihoods depend directly on valuable natural resources derived from lands managed under multiple use sustained yield principles. We hope the following reasons supporting this concept will serve you well in making your future recommendations through this review process.

LIVESTOCK PERMITTEES AFFECTED

Of the 82 WSA's being considered for wilderness designation, we understand that the All Wilderness proposal of 3.2 million acres will affect 423 livestock permittees, which constitutes a whopping 23% of all the BLM permittees in Utah and takes in some 96,521 AUM's of forage. According to the draft, the preferred alternative of 1.9 million acres will affect approximately 21% of the state's BLM livestock permittees. Either one of these proposals will have a serious long term impact on Utah's billion dollar red meat industry. This concern is particularly amplified in the already depressed rural communities that depend so heavily on the range livestock industry for their livelihoods.

OR-15.1

OR-15.2

Although it is commonly used in arguments by wilderness proponents, and even addressed in wilderness legislation, that historical grazing privileges may continue in wilderness areas, much evidence shows that the current and potential restrictions placed on livestock managers could make it impractical to continue with the use of such permits. Many of these restrictions revolve around essential predator control, motorized access for emergency feeding, salting, fencing, well and stock pond maintenance, and veterinary practices. In addition, vital rangeland improvements such as reseeding, spraying, and chaining will likely not be considered in future management plans.

Recognizing that these problems do indeed exist and that they will be compounded further with 380 state land permits representing approximately 8769.27 additional AUM's, we have attempted to identify specific problems through a survey we conducted recently with the previously mentioned 423 BLM livestock permittees. Many of the problems and concerns surfaced through our questionnaire will be addressed more specifically under the appropriate headings that follow.

PREDATOR CONTROL

In a general way, the draft does address the problems expected with increased death loss of livestock due to restrictions placed on predator control in wilderness areas. It does not, however, address the additional burdens placed on those areas outside of wilderness boundaries, where predator problems can be expected to soar as well.

Of the 423 livestock permittees, the BLM supplied us with names and addresses of 401 permittees. Of these 401 questioned in our survey 118 or 29.4% responded to our questionnaire. 75% of the permittees who responded to our questionnaire have identified that predators do present problems with their operations. These problems were identified on BLM, Forest, State, and private lands in various degrees and combinations. 84% of the permittees who identified predator problems with their operations reported that wilderness designation on all or part of their respective allotment(s) would compound predator problems due to expected restrictions on necessary control measures and access into these areas. The WSA's in which predator problems are expected to increase include:

Desolation Canyon WSA
Burning Hills WSA
Muddy Creek WSA
Scorpion WSA
Canaan Mountain WSA

Floy Canyon WSA
Mt. Ellen/Blue Hills WSA
Parunuweap Canyon WSA
Fifty Mile Mountain WSA
Fish Springs WSA

Wahweap WSA
Crack Canyon WSA
Paria/Hackberry WSA
Sid's Mountain WSA
Notch Peak WSA

OR-15.3

(4)

OR-15.5
(cont.)

"cherry-stem" concept, it has also ignored recognition of critical roads or simply deemed them as "ways". These forgotten roads and so-called "ways" are of as much importance to many livestock permittees and other land users as are the major highways and interstates to most all of the general public.

Motorized access into WSA's is a critical factor in the normal operation of most of the affected livestock permittees. Through our survey it was identified that the majority of these permittees do require motorized access in one form or another to maintain watering facilities located within respective WSA's. Some permittees also expressed that annual cleaning procedures of stock ponds demanded mechanized assistance such as backhoes or front-end loaders. Others expressed the need for developing more watering facilities in which such plans have been put on hold or will be permanently banned upon designation of these areas as wilderness.

Motorized access to transport livestock to and from allotments contained within WSA's is another major topic of concern of many livestock permittees. This is particularly true where permittees are not located within close proximity to allotments and trucking has been, and will likely continue to be the only feasible mode of transporting livestock.

Construction and maintenance of fences, water hauling, salting, veterinary services, access to cow and sheep camps, and emergency feeding are other important concerns which demand closer attention. The following WSA's have been identified as critical areas regarding all concerns previously mentioned in this section. It should be noted that other relevant concerns and WSA's may well exist, but due to the shortness of time and lack of information we are not able to report them at this time.

Wah Wah Mountains WSA	Parunuweap Canyon WSA	Canaan Mountain WSA
Paria/Hackberry WSA	Wahweap WSA	Phipps/Death Hollow ISA
Steep Creek WSA	N. Escalante Cyn./Gulch ISA	Scorpion WSA
Fifty Mile Mountain WSA	Mt. Ellen/Blue Hills WSA	Fiddler Butte WSA
Mt. Hillers WSA	Grand Gulch ISA	Mancos Mesa WSA
Road Canyon WSA	Fish Creek Canyon WSA	Cheesebox Canyon WSA
Dark Canyon WSA	Mill Creek Canyon WSA	Negro Bill Canyon WSA
Horseshoe Canyon N. WSA	San Rafael Reef WSA	Crack Canyon WSA
Muddy Creek WSA	Devil's Canyon WSA	Turtle Canyon WSA
Mexican Mountain WSA	Desolation Canyon WSA	Sid's Mountain WSA
Floy Canyon WSA	Coal Canyon WSA	Spruce Canyon WSA
Westwater Canyon WSA	Bull Mountain WSA	Cougar Canyon WSA
Howell Peak WSA	Mule Canyon WSA	The Cockscomb WSA
Deep Creek WSA	King Top WSA	Notch Peak WSA
Mt. Pennell WSA	Red Butte WSA	Dirty Devil WSA
Winter Ridge WSA	Carcass Canyon WSA	

(3)

OR-15.3
(cont.)

San Rafael Reef WSA	Phipps/Death Hollow ISA	Fremont Gorge WSA
Lost Spring Canyon WSA	Moquith Mountain WSA	Mt. Hillers WSA
Little Rockies WSA	The Blues WSA	Coal Canyon WSA
Bull Mountain WSA	Dirty Devil WSA	Cougar Canyon WSA
N. Stansbury Mountains WSA	Wah Wah Mountains WSA	Red Butte WSA
Fiddler Butte WSA	Grand Gulch ISA	Mancos Mesa WSA
Mt. Pennell WSA	Turtle Canyon WSA	The Cockscomb WSA
Spruce Canyon WSA	Mexican Mountain WSA	Winter Ridge WSA
Death Ridge WSA	Carcass Canyon WSA	Behind the Rocks WSA
Spring Creek Canyon WSA	Horseshoe Canyon WSA	Mud Spring Canyon WSA
Flume Canyon WSA	N. Escalante Cyn./Gulch ISA	Road Canyon WSA
Devils Canyon WSA	Mill Creek Canyon WSA	King Top WSA
Escalante Canyons Tract 5 ISA		

NOXIOUS WEED AND PEST CONTROL

OR-15.4

Another related issue of great concern is that the draft does not realistically address the control of noxious weeds and other invading pests such as insects. Obviously any areas designated as wilderness will likely be restricted from the use of herbicides or pesticides. But will these restrictions preclude application of these chemicals on areas outside of designated areas? In our opinion, the example of the recent mormon cricket control dispute concerning the threats imposed on the peregrine falcon's survival on Dinosaur National Monument suggests that it could. There are those who would argue that this is not a wilderness issue, but the strong efforts and attention given to introducing this species would likely never have gained the momentum it has were it not for the area having already been designated as a National Monument with all the preservation and restrictive management policies attached. Wilderness designation could very well set the stage for similar conflicts.

Like predators, the normal control of insects and other pests, and noxious weeds outside of these proposed wilderness boundaries is indeed an issue that demands attention. But an added argument that is obvious and ties to this specific concern, is the fact that these areas will give a competitive advantage to such plant and animal species and will serve as "untouchable" problem sources for many private land owners and other agencies as well.

MOTORIZED ACCESS

OR-15.5

The 5,000 acre roadless area review process was grossly exploited, and while it has left many proposed sites broken up through application of the

(5)

(6)

OR-15.6 It has been stated that one of BLM's major objectives is to enhance wildlife habitat. Yet it seems contradictory to assume that restricting maintenance and improvement practices will benefit wildlife, when in fact in many instances they thrive because of man-made and maintained water developments and mechanized practices such as chaining, spraying, reseeding, etc. This is particularly true with stock watering facilities located throughout the more arid regions of the south and southeastern part of the state where the majority of the WSA's are located.

The following WSA's have been identified through our survey as currently or potentially invalidating such improvement projects while they are being bconsidered for wilderness through the review process.

Mill Creek Canyon WSA	N. Escalante Cyn/Gulch ISA	Mud Spring Canyon WSA
Paria/Hackberry WSA	Coal Canyon WSA	Spruce Canyon WSA
Flume Canyon WSA	Wahweap WSA	The Cockscomb WSA
Desolation Canyon WSA	Mexican Mountain WSA	Sid's Mountain WSA
Fiddler Butte WSA	Floy Canyon WSA	Canaan Mountain WSA
Fremont Gorge WSA	Turtle Canyon WSA	Deep Creek WSA
Parunuweap WSA	Wah Wah Mountains WSA	King Top WSA
Cedar Mountains WSA		

FEDERAL RESERVED WATER RIGHTS

OR-15.7 The draft recognizes that overall there are 687.5 miles of perennial streams located within or bordering the 82 WSA's. The complications implied by the recent Colorado court ruling on Federal Reserve Water Rights in wilderness areas in themselves constitute the serious impacts that could develop under wilderness designation. This court ruling requires the managing agency to submit a plan "to comply with their statutory duty to protect wilderness resources" which does not specifically address the quantity of water required to meet this charge. Unquantified interpretations of such law could in fact jeopardize agricultural water users' ability to divert water in, or upstream from these areas. Water rights obtained by private landowners after 1912 could also be preempted. This issue will involve municipalities as well, and in a region that is already so heavily dependent on scarce water resources, these communities simply cannot afford to have their futures gambled away. We regard this as perhaps the most serious issue that undermines this proposal. We suggest, therefore, that until this reserved water right issue is resolved, added wilderness designation in Utah, or any other state for that matter, should not even be a consideration.

INHOLDINGS AND ADJACENT STATE LANDS

OR-15.8

In addition to the drafts failure to recognize many critical roads, the draft also fails to recognize related complications on 192,758 acres of state land inholdings that exist within 53 of BLM's 82 WSA's. Also, 139,492 acres of state lands considered as being "adjacent" to WSA's will be impacted by restrictions on motorized access and other management conflicts. As we understand it, "adjacent" state lands are not those lands that merely butt against the outside boundary of a given WSA, but are those lands that are largely encompassed by the WSA itself. In other words, the cherry-stem concept has been applied to state lands as it was with roads.

It then appears that there are an additional 330,250 acres of state lands that will be directly affected by this proposal and therefore should be added to the 3.2 million acres being assessed by BLM. As mentioned earlier, this compounds the arguments relating to the 423 BLM livestock permittees since the majority of the respective inholdings and adjacent state lands are leased by these permittees. Many of these school trust lands have cooperative agreements established whereby such permittees have developed (in many cases at their own expense), and now maintain various improvements they have implemented with state approval. All of these improvements are strategically built into the needs of the operation and are managed for the benefit of both parties. In many instances these livestock permittees regard the developments and maintenance of these improvements on state lands as being as valuable, if not more so, than their own deeded acreages. Denying access for maintenance and subsequent use of these improvements would be a slap in the face to these permittees. The following WSA's have been identified through our survey as containing inholdings or adjacent state lands with improvements as explained above. Again, these areas have been identified through our survey and other WSA's may exist where this situation occurs that we are not aware of at this time.

Crack Canyon WSA	Muddy Creek WSA	San Rafael Reef WSA
Westwater Canyon WSA	Cedar Mountains WSA	Wah Wah Mountains WSA
King Top WSA	Parunuweap WSA	Cockscomb WSA
Canaan Mountain WSA	Sid's Mountain WSA	Coal Canyon WSA
Paria/Hackberry WSA	Spruce Canyon WSA	Wahweap WSA
Dirty Devil WSA	Mexican Mountain WSA	Death Ridge WSA
Carcass Canyon WSA	Scorpion WSA	Escalante Cyn Tract 5
Fifty Mile Mountain WSA	Desolation Canyon WSA	Flume Canyon WSA
N. Escalante Cyn/Gulch ISA	Mill Creek Canyon WSA	Grand Gulch ISA
Road Canyon WSA	Bull Mountain WSA	Dirty Devil WSA

(7)

OR-15.8 Fiddler Butte WSA
(cont.) Winter Ridge WSA
Mt. Ellen/Blue Hills WSA
Burning Hills WSA
Howell Peak WSA
Mt. Hillers WSA
Muddy Creek WSA
Mancos Mountain WSA
The Blues WSA
Moquith Mountain WSA
N. Stansbury Mts. WSA
Little Rockies WSA
Horseshoe Canyon WSA
Mt. Pennell WSA
Mud Spring Canyon WSA
Fish Creek Canyon WSA
Cougar Canyon WSA

OR-15.9 It is interesting to note that even though the draft does not include these additional 330,250 acres of state lands up front and build it into its appropriate acreages under each alternative, it assumes that the exchange of lands between the state and federal governments will proceed. On the other hand, Project BOLD has lost a tremendous amount of momentum in recent years. Indeed it is a less palatable option among various user groups as well as agencies the more closely it is examined.

It is our opinion, along with many others, that such an exchange could seriously jeopardize our fragile tax base which is significantly generated by energy and mineral developments, and livestock permittee leases. The energy and mineral development potential from these strategically located areas, along with BLM acreage, has not been adequately assessed, and only the future can tell what these areas are truly capable of producing.

LOWER VALUES PLACED ON LIVESTOCK OPERATIONS

OR-15.10

Although public lands cannot be treated as real property by a permittee, a livestock permit does in fact have worth for purposes of borrowing money and adding value to property at the time of sale. The 1984 BLM Draft Wilderness Environmental Impact Statement for the proposed Bitter Creek Wilderness area in Northeastern Montana recognizes that wilderness designation would negatively affect values of livestock operations. The findings were documented by a survey conducted by Agricultural Management and Economic Consulting (AMEC) in which they contacted a variety of officials concerning the issue including representatives of the Federal Land Bank Association, the Farmer's Home Administration, the Production Credit Association, and several insurance company representatives and realtors.

The Utah BLM Wilderness Draft Environmental Impact Statement totally ignores this issue. We believe it is essential that the final EIS recognize this negative value.

(8)

COST BENEFIT ANALYSIS

OR-15.11

In Volume I, page 110 of the draft, Table 66 points out that 215,967 acres are expected to see some mode of land disturbance in relation to the 3,231,327 acres being considered for wilderness if the No Action/No Wilderness alternative is chosen. These so-called "imprints" will undoubtedly vary in scale, but it should be emphasized that negative impacts could be minimized through proper resource management and that the remaining 3,015,360 acres will basically retain their wilderness characteristics regardless. In other words the All Wilderness alternative asks for 15 times the acreage it supposedly needs in order to preserve such characteristics on 216,000 acres! The BLM preferred alternative asks for nearly 9 times the acreage to accomplish this task! And yet we hear of some environmental groups proclaiming 3.2 million acres is not enough for this proposal. Truly the cost/benefit analysis in the draft grossly misrepresents the trade-offs associated with wilderness designation.

OR-15.12

Many environmental groups promote wilderness under the fallacy that locking up lands for a single use is the only way to preserve the public lands and their resources. However, current federal legislation protects and specifies Multiple Use as a sound management approach. Your agency has demonstrated that management of resources on a sustained yield basis through this concept is a reachable task, and one that can realistically protect and not destroy wilderness characteristics. Indeed, the public needs to be made aware of all benefits derived through multiple use.

Again, because of our convictions and belief in this concept, we strongly endorse the No Action/No Wilderness alternative. We hope that you, along with the decision makers of this proposal, will favorably consider these remarks.

Sincerely,

C. Booth Wallentine

C. Booth Wallentine
Executive Vice President and
Chief Administrative Officer

cc Governor Norman H. Bangerter

11 MR. ROBB: Thank you, Mr. Chairman. I'm Al Robb. I
12 represent the Utah Trappers Association. Utah Trappers
13 Association would like to go on record that they are in
14 opposition of any proposed wilderness areas in the state.
15 We support multiple use of public lands. We feel that the
16 impact caused by this will be far more detrimental to
17 wildlife than beneficial.

OR-16.1

18 When areas are made into wilderness, it can stop much
19 needed predatory control in that area, and wildlife of many
20 species will be affected. It is a known fact that coyote
21 and cougar populations are very high in our state and are
22 even now having an adverse effect in many areas on wildlife
23 and livestock. The problem created in a wilderness area
24 for wildlife, especially game animals could be two-fold:
25 Predator problem, as I just mentioned, and the near

OR-16.1
(cont.)

1 elimination of wildlife management programs, of which hunting
2 and trapping are two.

OR-16.2

3 As mentioned earlier here, making a wilderness affects
4 a large majority of citizens in Utah. It takes an area away
5 from many who would utilize it by use of mountain or back
6 country roads. There are most certainly better options for
7 protecting our resources in Utah than by locking it up, so
8 that only a small amount of people use it. In restricting
9 the usage of these lands, it could take away various range
10 areas that are used by livestock raisers for both summer
11 and winter range for the respective animals which they
12 produce. These people contribute much to the economy of
13 Utah, both in taxes and range fees paid by them for the use
14 of these areas. Also, they produce something that we all
15 use, and that is meat products.

OR-16.3

16 Consideration should be given to the problems created
17 for these livestock producers if a wilderness area is made
18 in any specific range land which they utilize.

19 As mentioned before, wilderness would virtually
20 eliminate predator control, which is essential for their
21 survival.

OR-16.4

22 Making any given area into wilderness discriminates
23 against the majority of citizens of Utah.

OR-16.5

24 Now, a statement was made earlier about wilderness
25 areas enhancing wildlife. The gentleman was speaking of

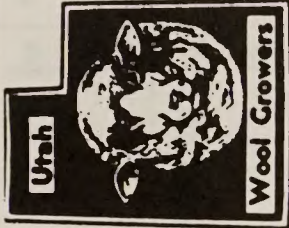
1 days long past, when the elk and the antelope and the many
2 types of wildlife were killed off to feed the movement West,
3 the railroads, et cetera. That is why we have wildlife
4 management programs and departments to carry out those things
5 and protect the animals and manage them also.
6 Everything else that I need to say has been gone over
7 pretty well. I thank you for your time.

8 (Applause.)

9 THE HEARING EXAMINER: Thank you, Mr. Robb.

10 Mr. Berry.

OR-16.5
(cont.)



Mr. Roland Robison, State Director
Bureau of Land Management
324 South State St., Suite #301
Salt Lake City, Utah 84111-2303

Dear Mr. Robison:

Utah Wool Growers have reviewed the state-wide BLM Wilderness Draft and Environmental Impact Statement proposed with alternatives. We have listened intently at the hearings to individuals and groups who desire more and more Wilderness. For what purpose? The majority seem to have a special location they are in love with, but give nothing concrete for proposing more Wilderness.

The concept of designation of Wilderness is placing BLM in a position that implies that BLM has not done a good administrative job. Most of the areas proposed for Wilderness exist today in their pristine condition because of BLM's good administration.

There is grave concern that all we would be doing by designation of areas of Wilderness is publicizing them for increased use that will be to their desecration. An example, an area near Colorado Springs has been designated as a Wilderness Area. Now people come to the area in large numbers and are really tearing it down, leaving a real scar. We don't need more of this kind of usage. Are we to designate and desecrate? Designation restricts the enjoyment of areas to a very, very small proportion of the public who have time, physical ability, and financial resources to pack in whether by backpacking or use of pack horses. It severely limits the area to the handicapped and elderly.

We recommend BLM stay to a total multiple use concept on all their lands. If a special area needs attention, BLM already has the authority to so designate.

Utah's basic industries - copper, timber, oil, gas, coal and livestock production can all be affected with the designation of Wilderness. These industries are now in weak demand due to low prices and foreign competition. Yet these industries are the industries that made Utah. Any adjustment downward in any of these industries affects the state's economy. Rural areas of the state can be severely affected. With the weak demand of these industry's products, we find growing unemployment, thus reducing the basic rural income that furnishes the financial help to pay for schools, communities, counties, and cities. We need these industries to continue a healthy growth.

8 EAST 300 SOUTH
416 JUDGE BUILDING
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Roland Robison
pg. -2-

The proposed EIS has several areas of concern for Utah Wool Growers:

OR-17.1

1. Predator Control. Grazing is permitted in Wilderness areas for the utilization of the forage resources, also the use and maintenance of livestock management and improvement of facilities associated with the grazing activity at the time of designation and which are in compliance with allotment management plans.

Congressional guidelines regarding "Grazing in National Forest Wilderness Areas", published in House Report 96-1126, dated June 24, 1980, states "...will be implemented in all BLM-administered Wilderness with pre-existing grazing. These guidelines will be applied using the normal planning and environmental assessment process and will be integrated into all management plans for Wilderness Areas."

Since grazing is allowed in Wilderness, and management for grazing is allowed, one item of concern is that the Predator Control Program that is necessary to allow grazing with Wilderness areas be managed properly. We recommend that all tools necessary to control predators be continued in the manner allowed prior for pre-existing grazing in each area.

One example of pre-existing usage is aerial gunning. It has been used for years on BLM areas and should be continued. Aerial gunning is safe, clean and does not affect the environment.

Another area under Predator Control is interpretation of the offending animal. We interpret and recommend that this is a species animal, not an individual. Realistically, it is difficult to observe the animal with blood on his teeth.

We recommend you incorporate the above recommendations into your final draft presented to Congress to clarify the issue. We are submitting documents for 1981-84 where animal damage control has taken place in Utah BLM areas.

OR-17.2

2. Water Rights. This is a serious problem. The Wilderness Act of 1964 states: "Nothing in this act shall constitute an express or implied claim or denial on the part of the Federal Government as to the exemption of Utah Water Laws". We recommend that any unadjudicated or any unadjudicated water be protected in Utah and no prior or new law be made to interfere with the water laws of Utah.

OR-17.3

3. When there are areas within Wilderness that are potential developing areas, they be considered for improvement as money is available.

OR-17.4

4. Mining, Minerals, Oil and Gas Development. All of these should be continued when valid permits are established. If a potential oil, gas or mining area is discovered, its use should be explored for usage.

Roland Robison
pg. -3-

OR-17.4
(cont.)

5. Buffer Zone. No buffer zone should be created around BLM Wilderness.

6. Private Lands adjoining or surrounded by Wilderness must be respected and access allowed with minimum of interference to the private property owner.

7. Rare Species. This section needs to be reviewed with caution. Utah cannot afford large areas be protected for a pair of some special species when it involves large areas of land or large sums of money. One instance recently reported, a pair of owls are costing \$600,000 per year to preserve. This is not practical or feasible.

Another example at a National Park in Utah, agencies are placing buffers for at least 15 miles out of the park to protect the peregrine falcon. This includes private lands that are now seriously infested with crickets and need attention.

There are other examples of wanting to interpret the law in a manner to create buffer zones that are not needed.

8. Tourists and Recreation are not the solution to the weak economic conditions, nor the preservation of rural communities. People who use Wilderness buy their supplies close to home, not in the community near a Wilderness Area, and most people don't drive or fly to the community near the Wilderness Area and rent rooms.

9. Elderly. The elderly and large families (Utah is known for its large families) have as much right to prime recreational opportunities as anyone, but Wilderness will not accommodate these individuals to the fullest degree.

10. We recommend that BLM not allow any more Wilderness.

Sincerely,

UTAH WOOL GROWERS ASSOCIATION

Clair R. Acord
Clair R. Acord
Secretary

REMARKS OF GEORGE A. PEPPINGER
BEFORE THE BUREAU OF LAND MANAGEMENT
MAY 15, 1986
SALT LAKE CITY, UTAH

My name is George A. Peppinger and I am with Celsius Energy Company here in Salt Lake City. I join with the resolution of the Utah legislature this week that enough federal lands of Utah have been taken out of multiple use management. Certainly the economic and severe social impacts on five southern Utah counties should be a prime factor in your wilderness deliberations. You should also clearly set forth the income loss to the state through the loss of federal rental and royalty sharing.

In making your decisions on wilderness suitability we would ask that you consider and include in your final EIS the following:

1. The oil and gas industry has supplied the BLM with much valuable information on the oil and gas potential of the study areas. This information is far more substantive than literature searches, and is the most up-to-date data available in the fast changing area of mineral potential.

2. Nearly half of the WSA's are recognized by the BLM and Science Applications, Inc. (SAI) as having moderate to high potential for oil and gas. The figure would be higher if the evaluation were based upon industry data and interpretations.

3. We believe BLM planners have relied too heavily on outdated and inadequate information for its mineral resource analysis. We think the BLM should use the most current available information from whatever source.

OR-18.4

4. To quantify the amount of energy that is being given up to wilderness, we recommend that the BLM convert energy figures into more understandable numbers. For example, a typical GS-1 residential customer of Mountain Fuel Supply Company uses 115 decatherms of natural gas per year. If the BLM would divide all the energy figures by 115 decatherms, it would show how many homes could be heated by the lost energy. One standard Mcf of gas is roughly equal to one decatherm and a barrel of oil is roughly equal to six decatherms. Thus, if a WSA holds 1 Bcf of gas (one million Mcf's), that is equal to the energy necessary to heat 8696 homes per year, or a city about the size of Bountiful, or all the homes in Toole County.

OR-18.5

5. We ask that you examine the Bridger Lake area on the North Slope of the High Uintas. That is an area that has a virtually primitive campground, beaver pond and recreation area directly over a producing oil and gas field. I might note that we have heard some pro wilderness groups base their arguments on a theory that oil and gas development creates a surface scar forever. Yet many Forest Service wilderness areas and BLM WSA's already contain reclaimed oil and gas areas that are unnoticeable. These same groups say that oil and gas development is short-sighted and wilderness takes in the long-term perspective. We say that oil and gas development is a short term impact with long term acceptability when fully reclaimed.

OR-18.6

6. Some folks say that oil and gas development is an exclusive use of federal lands that precludes other uses. They say that wilderness lands should be set aside as a bank account for the future. Yet funds in bank

OR-18.6
(cont.)

accounts do not sit idle in a drawer, they are loaned to others for industry, homes and personal use. Even funds in a bank account earn interest. The WSA's you are looking at can be managed for multiple use for all user groups.

OR-18.7

7. One of my biggest problems with some of the arguments you will hear today is that they presuppose that oil and gas activities will create a permanent scar. They say that if you use only a small area of a wilderness (such as a road and well location) to find out if valuable minerals are there, then you have spoiled the whole WSA. This "use it and lose it" philosophy does not stand up where full reclamation has occurred. Bridger Lake, areas around Jackson Hole and others show that this is simply not true.

OR-18.8

8. Finally, the EIS does not address the type of person who uses wilderness. What do these persons need for a wilderness experience? We request that the studies of Stankey and Lime be included in your decision making process. You should then compare that data with the demographics of Utah and determine who it is who really will be using the wilderness. Those studies indicate that:

- a. All age groups use wilderness areas.
- b. Wilderness users reflect the U.S. Census in marital status.
- c. Wilderness recreation on vacations is largely a professional and white collar phenomenon.
- d. Most wilderness user have above average education.

OR-18.8
(cont.)

- e. Wilderness users come from higher income tax brackets.
- f. They are mostly urban dwellers.
- g. And they claim some proficiency in wilderness skills.

I have a copy here of some of those reports and we request they be included in the final EIS.

Thank you.

Mr. Rolin G. Robison
April 29, 1986
Page 2

OR-19.3

Enhancing water quality of streams flowing through wilderness areas is a stated high priority goal of BLM wilderness area management. Efforts to improve water quality will likely be directed at upstream point source discharges, which will include coal mine discharges. More stringent effluent limitations applied to coal mines through the NPDES permitting process would likely increase production costs and possibly preclude future mine expansions.

OR-19.4

Consol also anticipates that future federal coal leasing decisions, which are essential for a stable coal mining industry in Utah, will be negatively influenced by BLM's responsibilities to maintain and improve air and water quality in designated wilderness areas. This conflict will increase pressures on BLM to delete certain coal tracts from the competitive leasing process if it is perceived that development may have negative impacts on wilderness values. Future coal production throughout Utah will be reduced by this process.

In addition to these concerns regarding direct impacts to Consol operations in Emery County, the following comments are offered regarding deficiencies in the Utah BLM Statewide Wilderness draft EIS. Based upon the wilderness planning criteria presented in Volume 1, pages 12-13 of that document, BLM has failed to fully evaluate several criteria considered essential for a BLM wilderness recommendation.

Criteria 1.C - Multiple Resource Benefits

OR-19.5

BLM has failed to demonstrate that a formal wilderness designation is necessary to ensure that the wilderness values of size, naturalness, solitude, and primitive nature are preserved. Current and historic land use trends indicate that changes to the characteristics of these remote areas of Utah occur very slowly, if at all. Such areas should remain in multiple use management until a valid concern of pending degradation exists.

Criteria 1.D.3. - Balancing The Geographic Distribution Of Wilderness Areas

OR-19.6

The BLM preferred alternative proposes 82 individual wilderness areas involving 1,892,402 acres dominately in the southeast quadrant of the State of Utah. In Emery County alone, five wilderness areas involving 265,645 acres are proposed by BLM. Consol contends that the preferred alternative does not represent a national perspective on the need to balance the geographic distribution of wilderness areas.

Consolidation Coal Company
Consol Plaza
Pittsburgh, Pennsylvania 15241
(412) 831-4630

April 29, 1986

Mr. Roland G. Robison
State Director
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

Subject: Proposed "Wilderness" Designation of Crack Canyon, Mexican Mountain, Muddy Creek, San Rafael Reef, and Sid's Mountain, All Within Emery County, Utah

Dear Mr. Robison:

Consolidation Coal Company, operator and co-owner of the Emery Mine in Emery County, Utah, submits the following comments concerning the proposed "wilderness" designations surrounding the San Rafael Swell in Emery County, Utah. Consol is opposed to the BLM recommendation to designate five separate wilderness areas (Crack Canyon, Mexican Mountain, Muddy Creek, San Rafael Reef, and Sid's Mountain) within Emery County and supports the Emery County Commissioners efforts to maintain the time-tested multiple use concept for these areas.

OR-19.1

Consol believes that there will be a direct negative effect on future mining opportunities at the Emery Mine (especially expanded production through surface mining) by these wilderness designations. BLM efforts to protect proposed high quality Class A scenery (e.g., Sid's Mountain) or to protect visibility at the proposed VRM 1 areas will ultimately include attempts by the federal government to reduce fugitive dust emissions in Castle Valley and surrounding areas through the coal mining and air quality permitting processes. Requirements for fugitive dust controls above those currently practiced by the Utah coal industry will lead to additional production costs and constraints which would weaken the competitiveness of our Emery County reserves.

OR-19.2

Our Emery reserve is located on upstream watersheds of streams which flow through the proposed wilderness areas. A wilderness designation would impart to the federal government a reserved right to all unappropriated waters which flow through the wilderness area. This water right is considered superior to the rights of all future appropriators. Such a restriction could mean that water would be unavailable for future mining needs including coal cleaning, dust suppression, drinking water, and irrigation during reclamation and thus eliminate the possibility of future mine expansions.

Mr. Rolin G. Robison
April 29, 1986
Page 3

Standard #1 - Energy And Mineral Resources Value

In reviewing the draft EIS, it appears that the SAI report is insufficient for predicting lost energy and mineral resource development opportunities. Industry reports predicting a moderate to high potential for commercial oil and gas discoveries must be considered. A more detailed assessment of these values should be included in the draft EIS.

Standard #4 - Public Comment

BLM has not made a serious attempt to include local public opinion in their wilderness recommendation. It seems logical that local residents who would be most affected by these wilderness recommendations should have considerable influence on the BLM process. This is not evident in the draft EIS.

Standard #5 - Local Social And Economic Effects

As stated previously, Consol believes that wilderness designations will negatively affect business opportunities elsewhere in the county as well as directly remove significant acreages of Emery County from any future coal planning options. This process will permanently limit the economic growth potential of Emery County.

Sincerely,

Buddy A. Beach

Buddy A. Beach

BAB:jd

cc: Mr. Owen McLanahan
145 N. 1st West
Box 892
Castle Dale, UT 84513

EXXON COMPANY, U.S.A.

POST OFFICE BOX 120 • DENVER, COLORADO 80201-0120

EXPLORATION DEPARTMENT
WESTERN DIVISION

August 8, 1986

Dr. Gregory F. Thayne
Wilderness Studies
Bureau of Land Management
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Dr. Thayne:

Exxon Company, U.S.A. is pleased to have this opportunity to comment on the Utah Bureau of Land Management's (BLM) Statewide Wilderness Environmental Impact Statement. Exxon's strong interest in federal land management activities is directly related to the promise these lands hold for future oil and gas exploration and development opportunities.

Exxon's participation to date in this study has consisted of reviews of individual site specific analyses, submission of geological information, testimony at the BLM's public hearings, and several meetings with the BLM to ensure adequate consideration of minerals in the environmental impact statement (EIS). Copies of information previously submitted by Exxon are attached and incorporated as a part of this letter by reference.

Our review of the subject EIS has identified several broad areas of concern, all relating to underestimates of oil and gas resources present under the wilderness candidate lands. These concerns include the BLM's reliance on dated reports prepared by Science Applications, Incorporated (SAI) for minerals information, SAI's use of resource assessment criteria which were not originally intended for use in evaluating wilderness candidate lands, and the BLM's decision not to use more recent company-provided information in deference to the SAI reports. Exxon is disturbed that these underestimates of mineral potential in wilderness study areas may have resulted in erroneous conclusions by the BLM, and that the BLM subsequently made suitability recommendations which would have been markedly different if proper evaluations had been made. Each of these concerns is briefly reviewed below in order to develop our perspective and is then discussed in detail.

The BLM, in cooperation with the U.S. Department of Energy, had the mineral and energy resource potentials of wilderness study areas evaluated by Science Applications, Inc. of Oak Ridge, Tennessee. SAI prepared their reports on a regional basis and used readily available geological literature and commodity production records as its sources of data, and did not include information from private companies. These reports were completed and submitted to the BLM on October 1, 1982, and were consequently incorporated by BLM in its preparation of a Site Specific Analysis for each wilderness study area.

Dr. Gregory F. Thayne

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August 8, 1986

In its description of oil and gas and other mineral resource potentials which remained to be discovered, SAI "developed" a dual rating system to indicate what it felt was present but undiscovered on wilderness candidate lands. One rating is used to indicate the "geologic favorability" for an occurrence of a resource in a given tract of land, and another rating of "certainty" is made to indicate SAI's estimate of whether the resource does or does not exist in the area under study.

Concurrent with SAI's study, the BLM solicited industry's comments on two occasions. The first was upon the completion of groups of Site Specific Analyses and the second opportunity was presented in early 1984 when formal scoping activities were initiated for the EIS. Exxon and the oil industry at large took advantage of both of these opportunities and submitted geological information and resource assessments which generally augmented SAI's estimates of undiscovered mineral resources. The BLM, however, in a letter dated December 4, 1984, stated its intention to "Use SAI's studies as a basis for discussing mineral development potential in the EIS (because) it provides a consistent view of each wilderness study area. Any other geologic or mineral information considered by the BLM to be valid will supplement, but not replace, the estimates in the SAI documents."

OR-20.1 Exxon's primary concern with the EIS is the fact that the BLM continues to use SAI's reports as the basic reference on mineral and energy potential in its EIS even though it acknowledges that SAI's dual rating system is subjective and that estimates of mineral quantities and importance could change with new data, economic conditions, or refinements in extraction technology (Page 67 of the Overview). Further, the BLM makes it clear that it has received specific geological information from oil and gas companies and that this information indicates the mineral potential of wilderness study areas to be greater than those reported by SAI. What is not clear is how the BLM has used company-provided information which it solicited during the EIS scoping period and upon the completion of the site specific analyses. We believe the final EIS should clearly indicate how company information was used to make boundary or other adjustments.

OR-20.2 Similarly, recent drilling activity has resulted in new field discoveries adjacent to some of the wilderness study areas but no mention is made of their significance in the EIS. As an example, Gulf's #1 Norris Federal (Section 8, T18S-R16E) and #1 Range Creek Federal (Section 6, T18S, R16E) wells, both new field discoveries, were reported in August 1984 and January 1983, respectively. Both discoveries are left out of the analysis for the Desolation Canyon wilderness study area. The two wells are proximal to the boundary of the study area and both reservoir and source rocks are known to underlie the entire 289,650 acres which comprise Desolation Canyon.

What is even more disturbing in this particular example is that the BLM has available to it, from its own files, the necessary information with which to update SAI's mineral reports. This information includes well completion reports, asundry notices, and monthly production reports (BLM forms 3160-4,

Dr. Gregory F. Thayne

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August 8, 1986

OR-20.2 3160-5, and 3160-6 respectively). Further, the BLM has on its "Known Geological Structures" staff, an extensive body of relevant information and geological expertise which should have been used to update the SAI reports. By doing so, the BLM would have improved the accuracy of the resource assessments and ultimately, the usefulness of the document.

OR-20.3 In another example and attached to this letter is an extensive bibliography of literature specific to Utah geology and mineral resources. Generation of this list was purposefully limited to geological publications which became available only after the SAI reports were completed and submitted to the BLM. Many of these reports were initiated only as a result of the need for mineral resource information on lands under consideration for wilderness withdrawal. These recent reports should be incorporated in the analysis for subsequent revisions of this EIS.

OR-20.4 In our last area of concern Exxon believes that the geologic favorability and certainty criteria, as used by SAI for assessing subsurface resources beneath wilderness study areas, is inappropriate. Our reviews of Appendix 5 of the EIS and the forty ninth annual report by the Committee on Statistics of Drilling (American Association of Petroleum Geologists Bulletin V. 69, No. 10, p. 1455-1484) indicate questionable linkage between the use of drilling statistics and the BLM's evaluation of undiscovered mineral resources beneath unexplored wilderness study lands. It is our understanding that the purpose of the Committee's report is to present basic statistical data on the number of wells and their footage drilled in the United States, Canada, and Mexico and incorporates records from onshore and offshore exploration and development wells. It also presents a section on reserve size estimates for new oil and gas discoveries. It is this section which was modified by SAI in order to extrapolate "sizes" of hydrocarbon pools beneath wilderness candidate lands (p. 326 of the Overview).

We believe SAI's modification and use of new-field reserve figures to predict undiscovered oil and gas under study lands is erroneous because the reserve size estimates are based on actual discoveries of commercial deposits and on the amount and specificity of technical information derived from discovery wells. In contrast, SAI's modification and use of the statistical data is risky because they are used for "barrels of oil" implications for lands which are relatively unexplored. For example, the favorability or "f-rating" as used by SAI does not reflect true geologic favorability in terms of source rock, reservoir rock, or structural and stratigraphic relationships but is used to establish thresholds of barrels of oil. Further, SAI's certainty or "c-rating" does not identify the source or reliability of the data used to determine the favorability rating.

OR-20.5 Exxon also believes that SAI's "overall importance rating" is misleading because it somehow combines individual mineral resource evaluations for wilderness study areas with the location of proposed energy corridors and gross economics. We believe that minerals should be evaluated on its own merits without regard to right-of-ways or economics because these factors are unpredictable in nature.

Dr. Gregory F. Thayne

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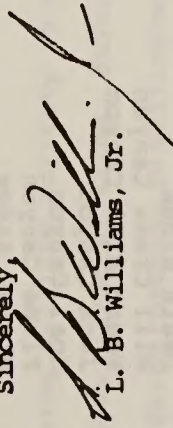
August 8, 1986

In summary, and in view of the perpetuity of wilderness withdrawals, Exxon believes that the BLM should update its information about the presence of subsurface minerals before releasing its final recommendations. Oil and gas company data should be incorporated and used where possible and the literature should be reviewed for new and previously unknown indications of the presence of oil and gas and other mineral deposits.

Exxon knows the choices for Utah BLM wilderness are numerous and difficult, but by working together we believe we can have a stable energy supply for the country and wilderness lands to enjoy for future generations to come.

Thank you for the opportunity to comment and your consideration of our views. Please feel free to contact Mr. Fernando Blackgoat at 303/789-7488 if we can be of further help.

Sincerely,



L. B. Williams, Jr.

LBW:FB:nsb

c: Mr. C. H. Dunbar
Mr. R. J. Durkan
Mr. O. R. Humble
Mr. S. W. Kothmann
Mr. J. E. Mericle
Mr. W. E. Rasmussen
Mr. D. L. Seager
Mr. R. J. Young

TESTIMONY BY EXXON COMPANY, U.S.A.
BEFORE THE UTAH BUREAU OF LAND MANAGEMENT
CONCERNING THE STATEWIDE WILDERNESS DRAFT
ENVIRONMENTAL IMPACT STATEMENT

MAY 1986

INTRODUCTION

My name is Fernando Blackgoat, and I am senior petroleum geologist for Exxon Company, U.S.A.'s Western Exploration Division which has responsibility for exploratory work in Utah. I appreciate the opportunity to testify and convey Exxon's interest, from an oil and gas exploration standpoint, in 18 of the wilderness study areas (WSA) identified by the BLM. In addition, I will also briefly comment on Exxon's efforts to conduct its exploration activities in Utah in an environmentally sensitive manner.

REDUCED DOMESTIC RESERVES

Some may question why Exxon has an interest in access to public lands during a time of falling energy prices and historically low levels of drilling activity. The reason is that, despite the current adequate level of energy supplies, our country continues to experience a declining base of oil and gas reserves. In 1971, domestic reserves were 39 billion barrels of oil and 291 trillion cubic feet of natural gas. In 1985, the comparable reserve figures were 27 billion barrels of oil and 198 trillion cubic feet of gas. This represents a 30 percent decrease in reserves, and we believe demonstrates the need to explore high potential areas to determine if they have oil and gas deposits. The current level of adequate supplies should not lull us into a false sense of confidence and distort our thinking about the continued need for access to areas with the potential to help meet our nation's energy needs.

WILDERNESS STUDY AREAS

Exxon's comments on 18 of the WSAs are based on our assessment of the potential these areas have for containing significant amounts of oil, gas, and in some cases, carbon dioxide (CO₂). While CO₂ in itself is not a fuel resource, it is used extensively to improve oil recovery in older fields.

We support the BLM's conclusion in its "proposed action" alternative that the following eight WSAs not be recommended for wilderness designation.

Reference Number	WSA
27	Burning Hills
28	Death Ridge
56	Mill Creek Canyon
57	Negro Bill Canyon
65	Jack Canyon
69	Coal Canyon
71	Plume Canyon
73	Winter Ridge

Exxon believes that the BLM has properly taken into consideration the geological information concerning these areas and endorses its "not suitable" recommendation.

However, there are also ten WSAs listed below for which we take exception to the recommendation of either "partial" or "all" wilderness.

Reference Number	WSA	BLM Recommendation	BLM Rating of Oil and Gas Potential
25	Cockscomb	Partial	*
26	Wahweap	Partial	*
41	Piddler Butte	Partial	
53	Bridger Jack Mesa	All	
55	Behind the Rocks	All	*
58	Horseshoe Canyon (North)	All	
66	Desolution Canyon	Partial	*
67	Turtle Canyon	All	
68	Floy Canyon	Partial	*
H	Lost Spring Canyon	All	*

Exxon believes each of these areas contains geologic formations which are favorable for generating and trapping oil and gas. The BLM also recognized the significant oil and gas potential of many of these WSAs because seven of the ten areas were identified as having either moderate or high oil and gas potential. However, access is needed to conduct further geological and geophysical work and perhaps, exploratory drilling to determine if such deposits do exist, and whether they are recoverable. Obviously, this possibility cannot be tested if access to these areas is denied. Thus, we strongly urge the BLM to recommend all of these areas as not suitable for wilderness to allow the energy potential of each one to be more thoroughly evaluated. We will be happy to discuss with BLM representatives at a later date the specific geologic data which lead us to this recommendation.

Exxon believes that these 18 WSAs should remain open to multiple use rather than closed as wilderness. Our recommendation to the BLM is based on the continuing interest we have in them as exploration prospects. In 1984 and 1985, we accounted for 42 of the total 182 seismic crew months in Utah. Total expenditures for this effort were almost \$23 million. A significant portion of this effort was aimed at

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evaluating the potential of some of the WSAs including Bridger Jack Mesa, Behind the Rocks, Mill Creek Canyon, Negro Bill Canyon, and Lost Spring Canyon. The results have been encouraging. However, seismic work only gives an indication of what energy potential may be beneath the surface. Access is needed to conduct exploratory drilling to finally determine whether recoverable energy reserves actually exist.

ENVIRONMENTAL COMPATIBILITY

Some critics claim that allowing drilling activity in WSAs will permanently destroy their wilderness characteristics. Exxon believes that it has proven this claim to be false through its willingness to work with the BLM and other agencies in conducting exploratory and reclamation work to avoid permanent environmental damage. A recent example is

Exxon's 1982 well drilled in the Mt. Ellen WSA.

After the well was abandoned and plugged on November 29, 1982, Exxon initiated an extensive reclamation effort. We spent \$180,000 on recontouring, reseeding, and revegetation of the drillsite and access road.

The most recent assessment of the status of the reclamation at Mt. Ellen was done in May 1985 by Dr. W. Kent Ostler of Native Plants Inc. in Salt Lake City. He stated that the plant cover was "much higher than the understory cover of the surrounding undisturbed vegetation" and that "the diversity and species which occur on the undisturbed sites offer an improvement for wildlife and range animals as far as palatability and production of forage."

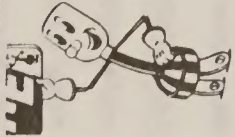
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In addition, the BLM responded in October 1984 to charges by environmental groups that the Interim Management Policy guidelines had been violated by permitting Exxon to drill at Mt. Ellen. These charges were raised before Rep. Seiberling's June 1984 oversight hearing on BLM's wilderness program. In the reply, the agency states that "the next few years will, in the BLM's estimation, return the area to an essentially natural condition." In line with this conclusion, the BLM recommended 58,480 acres in the Mt. Ellen-Blue Hills WSA as suitable for wilderness, including the wellsite.

We concur with the BLM's assessment of our reclamation efforts at Mt. Ellen and believe this example illustrates that allowing access to WSAs need not permanently alter their wilderness characteristics.

SUMMARY

Exxon's interest in the WSAs being reviewed by the BLM is a longstanding one. We first commented to the Utah BLM on many of these areas in January 1984. In the following months, we have conducted geophysical work to further evaluate many of these WSAs, and this work has reaffirmed our belief that the areas we identified have oil and gas potential. However, access to explore these areas is needed to determine if our expectations are correct. This can only be accomplished if these areas are not designated as wilderness and access to do geophysical and exploratory work in an environmentally sensitive manner is permitted.



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April 10, 1987

Mr. Roland Robinson
State Director
BUREAU OF LAND MANAGEMENT
324 South State
Salt Lake City, Utah 84111-2303

RE: Cockscomb & Paria-Hackberry WSA's

Dear Mr. Robinson:

Garkane Power Association, Inc. has existing 69 kv power lines adjacent to the Cockscomb & Paria-Hackberry Wilderness Study Areas. These lines have been in place since 1961 and are the major transmission backbone for all of Garkane's Southern Transmission System. This includes service to all of Garkane's customers in Kane and Garfield Counties and Northern Arizona.

Garkane needs access to these power lines for operation and maintenance purposes. The local BLM representatives in Kanab have viewed the present road system and Garkane's need for additional access which is critical for regular maintenance and in case of emergency situations such as floods, etc.

The loss of access to our present 69 kv power line rights-of-way would be disastrous.

We would appreciate your help in assuring that Garkane has adequate access for operation and maintenance of our present power lines in this area.

Thank you for your consideration.

Sincerely,

GARKANE POWER ASSOCIATION, INC.

Glen P. Willardson
Glen P. Willardson
General Manager

s1

cc: BLM - Kanab
BLM - Cedar City

"DISTRICT OFFICES OPERATING IN:"

Loa, Utah 84747 - Box 67 — 801 - 836-2795 — 836-2370 • Hatch, Utah 84735 Box 511 — 801 - 735-4288 — 735-4267
Kanab, Utah 84741 - Box 759 — 801 - 644-5026 — 644-5759
Boulder Hydro Plant - Boulder, Utah 84716 — 801 - 335-7324

PAUL G. MCMULLIN, CSR, RPR
205 East Tabernacle - St. George, Ut. (801) 628-3241

MR. RAMPTON: Howard Dalton.

MR. DALTON: Ladies and gentlemen and members of the panel, it's been stated here several times of one of our most important resources is water. Well, I'd say the second most important resource in this country is probably electricity. Because how many rivers do you see flowing through this country right here. Not very many. And almost every bit of the water that's in the country is pumped out of the ground. It doesn't normally flow. If you take these maps, and you take any one of the wilderness maps across there, and you put all the designated wilderness area together, they pretty much draw a solid line. As you know, power lines don't just go from this little area to this little area (indicating), they start over here and then run a straight line all the way through. Somewhere you're going to be blocked by wilderness area. A straight line to build a power line is usually the cheapest way to build a power line. If you have to go around these wilderness areas -- if you try to go through them, you can't -- it's going to cost more money. That means it's going to cost you more to put this water out on the ground to live and survive. I think power rates and some of these things are already to a point to where we wonder why we're doing some of the things we're doing.

OR-21.2

1 I feel like that as a representative for
 2 Garkane Power Association -- we represent about 5,000
 3 consumers. Almost every one of them are located within
 4 this wilderness study area. I'm the southern system
 5 manager over Garfield County, Kane County, Coconino and
 6 Mohave County in Arizona -- the northern parts -- plus
 7 some in Washington County, and they as well serve Wayne
 8 County. We're really impacted.

9 I didn't hear very much or anything at all in
 10 the preliminary reading that addressed the power
 11 situation -- the possibility of putting power lines. You
 12 know, all power lines become overloaded pretty soon.
 13 Pretty soon you have to build a new one. You're not going
 14 to build them in exactly the same place the other one is,
 15 you can't do it. You've got to have another corridor.
 16 You've got to put it in something -- someplace. Almost
 17 every one of these places in this corner of Utah are
 18 blocked by wilderness area. That means you've got to go
 19 round it.

OR-21.3

20 Garkane Power would like to go on record that
 21 they oppose the wilderness in any form and think that
 22 multiple use is a better use of the land. Thank you.

OR-21.4

MR. RAMPTON: Thank you, Mr. Dalton.

Barry Sochat.

MR. SOCHAT: Thank you. My name is Barry Sochat.

25

**KAISER
COAL**

KAISER COAL CORPORATION
 102 SOUTH TEJON STREET, SUITE 800 • P.O. BOX 2679
 COLORADO SPRINGS, COLORADO 80901-2679
 (303) 475-7005 • TELEX 289 909

August 14, 1986

Dr. Gregor F. Thayne
 Wilderness Studies (U-933)
 Utah State Office
 Bureau of Land Management
 U. S. Department of the Interior
 324 South State Street, Suite 301
 Salt Lake City, Utah 84111-2303

Dear Sir:

Kaiser Coal Corporation appreciates this opportunity to provide input to the BLM on its study and review of recommendations for wilderness areas in the State of Utah. Specifically, these comments refer to the draft environmental impact statement ("DEIS") recently published for comment. Kaiser, through its subsidiary Kaiser Coal Corporation of Sunnyside, operates a mining complex at Sunnyside, Utah and controls significant coal reserves centered on Sunnyside and extending both north and south along the Book Cliffs. Our reserve position in this area makes us vitally concerned with two of the wilderness study areas ("WSA's") at issue in these proceedings, namely the Desolation Canyon WSA and Turtle Canyon WSA. We will confine our comments generally to these areas, while expressing no opinion on most of the broader questions of BLM wilderness in Utah.

INTRODUCTION:

Kaiser's property in the Sunnyside area is very extensive, comprising approximately 58,000 acres of fee land, surface ownership, and federal, state and local coal leases. Mining at the Sunnyside Mine first began in 1896, making it the oldest continuously operated mine west of the Mississippi. Within the past several years, Kaiser has acquired federal leases and other major holdings from Sohio and USX Corp. (formerly U. S. Steel) that connect the operating Sunnyside mine complex with

Dr. Gregor F. Thayne
August 14, 1986
Page Two

areas to the north and south already controlled by Kaiser, each comprised of several federal and state coal leases.

The area controlled by Kaiser extends northwest to southeast for approximately 26 miles, roughly following the line of the Book Cliffs (specifically, from Township 13 South, Range 13 East to Township 17 South, Range 15 East). These holdings extend from the valley floor on the west and up to 8 miles west-to-east. The mining method used in the working mines and planned for future mines is underground longwall mining. The BLM estimates there are approximately 230 million tons of recoverable coal on Kaiser's property, and production in 1986 will be over 1.8 million clean tons. The Kaiser reserves constitute the vast majority of the metallurgical grade coking coal in the State of Utah.

The area of most concern in this study is the so-called South Lease area, which is actually comprised of several federal and state leases. Although the depth of cover over the mineable seams increases from west to east, the seams themselves are continuous and there is probably significant high-quality, low sulfur recoverable coal to the east of the current leases, beneath the area contained in the Turtle Canyon WSA. The 1982 SAI study, used in the DEIS, assumes 27 million tons of recoverable coal in this area. To the south of Kaiser's property, there are additional reserves contiguous to Kaiser's existing identified reserves and beneath portions of the Desolation Canyon WSA (SAI, 1982).

At the outset, let us assure you we are not opposed per se to the creation of wilderness areas. There are specific areas that, because of their uniqueness, primitive nature and a lack of significant competing interests, may deserve to be maintained in their original state. Having said that, we must be candid and state that in the case of the two WSA's we have reviewed and comment on herein, the full acreage recommended by the BLM does not meet those criteria and therefore should be rejected.

In our comments to follow, we will make the following points: first, Kaiser has existing property in the form of leases and attendant contractual rights, portions of which for no valid reason are proposed to be included in one of the wilderness areas; second, the BLM has made a series of statements based on erroneous assumptions regarding the potential effects of wilderness designations on underground coal leases; and third, mineral values, especially identified coal reserves, should be given more weight than they apparently have in the balancing of

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interests that must be part of any wilderness designation. The key to analyzing the validity of the DEIS is in BLM's discussion of the impact that wilderness designation would have on Kaiser's existing rights and on the potential for development of other, identified coal reserves. There are statements, scattered in different places within the DEIS, that seem to convey a message that wilderness designation won't affect Kaiser's present or future rights. We will demonstrate that the effect is likely to exist and will be substantial.

TURTLE CANYON WSA:

The proposed western boundary of this WSA has been drawn to include over 700 acres of Kaiser's leaseholds on two separate federal leases, specifically U-0126947 and SL-066490. It appears the western boundary of the WSA was drawn to include a series of ridge lines, and the result is an uneven western boundary. That may be expedient when there are no competing property rights, but in the case of the Turtle Canyon WSA, the boundary overlays existing leases in a completely arbitrary manner. In addition, as the DEIS acknowledges (p. 17), recoverable coal reserves not currently under lease underlie more of the WSA. Of the approximately 55 million tons contained in place (SAI, 1982) within about 2360 acres, about 27 million tons would be recoverable.

On page 17 the following statement appears: "The area extends up to 1 mile inside the WSA boundary and is estimated to contain 55 million tons of in-place coal, of which 27 million tons could be recovered. The mining method employed would be underground, and no surface facilities are likely to be needed or located within the WSA." This apparently innocuous and almost flippant comment is grossly misleading and tends to obscure a significant risk to this important economic resource. In addition, there is a misstatement on page 29, in the discussion of the effects of the all wilderness alternative, to the effect that the entire 27 million tons would be recoverable under the proposed (all wilderness) alternative. Compare this to the first line of page 6 and also the discussion on page 28, where it is acknowledged that no new leases would be issued. Therefore under the most ideal conditions, only a fraction of the 27 million tons - that already under lease in the 740 acres of the Kaiser leases - could possibly be recovered.

Furthermore, it is misleading for the BLM to assert on pages 6 and 29 that even the existing leases could be developed. Conditions require underground mining on Kaiser's leases, but surface facilities such as ventilation shafts and roads to

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(cont.)

reach and maintain them may be not only necessary, but are contractually allowed as a reasonable surface use attendant to the terms of the leases. On page 29 is a statement acknowledging that a ventilation shaft might be required within the wilderness. That statement is not accompanied by any discussion of the need for special permission required to construct the shaft, thus leaving the impression that no such permission would be required. If ventilation facilities are needed on the surface, they would likely be required to double as an emergency escapeaway. Federal and state safety regulations - and common sense - would dictate that the facilities be accessible by adequate surface road.

Furthermore, a ventilation shaft would require a fan, and therefore a power line on the surface to the site. In addition, due to the sometimes gassy conditions encountered in coal seams in this area, prudence might dictate construction of a methane pumping system, requiring drill holes, pumps and power lines. However, if the area is designated wilderness, Kaiser would be forced to comply with FLPMA and BLM regulations for a plan of operations (pursuant to 43 CFR Subpart 3809) to construct these facilities. BLM rules currently in place only allow the continuation of activities already being conducted on leases prior to establishment of a wilderness (43 CFR Section 3892.6). New facilities must not be inconsistent with wilderness use. There have been no mining activities thus far on the leases in question. Approval within a wilderness area would not be likely. Even if the BLM were to approve construction of the facilities described above, which rights in the absence of wilderness Kaiser already enjoys by virtue of its leases, special interest groups could bring suit to prevent the construction of the facilities. At best, Kaiser could expect significant delays.

Even if no surface facilities were required on this specific property, Kaiser's operations at Sunnyside and those contemplated for this area are conducted by longwall mining methods, which include planned and controlled surface subsidence specifically allowed under the Surface Mining Act and regulations. Although no significant surface effects would be discernible to the naked eye, we could be held up by BLM or special interest group action if the area were declared wilderness. Even outside the boundaries of the proposed wilderness area, underground mining operations could be challenged because subsidence occurs at an upward and outward angle from the longwall mining itself, thus arguably "affecting" the wilderness.

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OR-22.2
(cont.)

We haven't studied the situation enough to determine the total potential extent of restrictions on Kaiser's future operations, but we believe they could be substantial. However, that is beside the point for this discussion of the DEIS. The entire section on the Turtle Canyon WSA - because of inconsistent statements and assumptions and the failure to adequately address factors which will work to abrogate existing rights - is highly confusing and misleading and probably violates NEPA requirements for a full discussion of the effects of the proposal on the environment.

As stated in the DEIS, the rather cursory SAI study indicated there are 1620 acres not currently under lease that would be leased only if the area is not declared wilderness. There may be much more actual recoverable coal reserves in the area, since there is no indication the coal seams are not present in other areas. The extent of "recoverable" reserves appears to be limited strictly by height of seam and depth of cover. Advancements in mining methods in the future could make recovery possible under deeper cover and in thinner seams, opening up more potential reserves for lease to the east of the current Kaiser leases and the reserves described by SAI.

Given the extremely rugged relief in the area, it is highly unlikely any other mining company could expect to bid on these reserves (including the currently identified but unleased 1620+ acres). Kaiser, with leases at the outcrop and existing surface facilities, would be the most likely bidder for these reserves. This is very high quality, metallurgical grade coal - essentially the only remaining metallurgical coal and among the highest BTU coal remaining in the State of Utah. It is likely the only Utah coal of its type capable of competing successfully in the Far East export market, and is highly competitive in the western utility and industrial markets as well. Elimination of 27 million tons or more of recoverable coal, including coal already under lease, would substantially reduce future coal royalties for both the federal and state governments, as well as cut short the mine life at Sunnyside. This loss must be reflected as a cost of proposing the wilderness alternative.

Because of the serious resource conflicts, the BLM should drop this WSA completely. At the very least, if some of the WSA is recommended for wilderness designation, the western boundary should be moved several miles to the east to eliminate current and potential future conflicts with the valuable resources contained on and adjacent to the Kaiser leases.

OR-22.3

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DESOLATION CANYON WSA:

This WSA is directly adjacent to the south boundary of Kaiser's federal coal lease U-0126948. All of the comments regarding the potential for lost coal resources discussed above pertain to the Desolation Canyon WSA as well. The southwestern portion of the WSA overlies significant potential coal reserves, with one major difference being that since these reserves are on the outcrop, they would be more likely to attract competitive bidding as a stand alone mining tract. Certainly Kaiser might be interested in these reserves in the future, if further study demonstrated sufficient quality and mineability.

The proposed alternative - partial (242,000) acreage - would eliminate from wilderness consideration the portion of the WSA that directly adjoins Kaiser's lease. That is obviously better than the all-wilderness option, in terms of the coal resource conflicts we are in a position to discuss. We have not reviewed other potential resource values, so we express no opinion on whether the no action, or either of the two reduced acreage alternatives, is preferable. However, prior to recommending any action, a resource update must be conducted to determine the extent of potential coal and other mineral values. At that point, when the SAI estimates are updated, a more intelligent decision on the merits of the 0 acre, 143,350 acre, and 242,000 acre alternatives can be made.

OTHER ISSUES:

The issue of reserved water rights, which affects all of the WSA's, must be settled prior to actual designation. Kaiser owns surface property and water rights near the Desolation Canyon WSA, and in the area near the Wilcox Ranch which is between Desolation Canyon WSA and Turtle Canyon WSA. Any concept of reserved federal wilderness-related water rights must not be allowed to infringe on Kaiser's existing rights. We reserve the ability to comment further if it becomes evident there might be such an effect.

CONCLUSION:

We have commented in only a limited manner on two specific WSA's. Our silence on the other WSA's in no way evidences either assent to or disagreement with the proposals. Again, we

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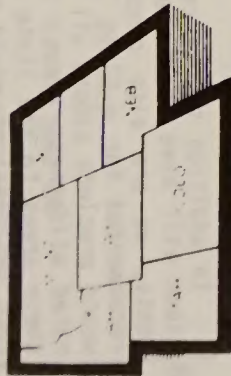
appreciate this opportunity to comment on the DEIS, and look forward to a continuing presence in the discussions involving Utah BLM wilderness.

Yours very truly,

Jeffrey H. Desautels
Director, External Affairs

JHD/ksd/247

cc: Mr. Jeffrey C. Collins
Mr. B. G. Long
Mr. Charles W. McGlothlin
Mr. Robert Wiley
Ms. Denise Dragoo



Rocky Mountain Oil & Gas Association, Inc.

345 PETROLEUM BUILDING • DENVER, COLORADO 303/534

August 12, 1986

Wilderness Studies (U-933)
Bureau of Land Management
324 South State Street, Suite 301
Salt Lake City, UT 84111-2303

Dear Sir:

On behalf of the Rocky Mountain Oil and Gas Association (RMOGA), I would like to take this opportunity to provide the Bureau of Land Management with comments on the Utah Statewide Wilderness Draft Environmental Impact Statement (DEIS). The reason for RMOGA's interest in the wilderness issue is the fact that RMOGA is a trade association representing hundreds of members who account for more than 90% of the oil and gas exploration, production and transportation activities in the Rocky Mountain West. RMOGA, like so many others associated with the energy industry, is concerned about access to public lands for exploration and development of oil and gas. This wilderness proposal will have a significant impact on the availability of millions of acres of BLM lands for mineral exploration.

OR-23.1

RMOGA has several major concerns with the statewide wilderness study process, not the least of which was the manner in which several hearings were administered by Dean Garner, a U.S. Forest Service Region IV attorney. The hearings, held in Ogden, Logan and Salt Lake City, were to have been administered by an impartial party; however, Mr. Gardner's bias for wilderness was clearly evident during these hearings. His interruption of the RMOGA speaker in Logan was inexcusable, and he made fun of the only county government representative at this same hearing who happened to work in weed control. Mr. Gardner's most blatant action, however, was to allow the Utah Wilderness Coalition's spokesman to speak at the hearing in Salt Lake City as a government representative. It was our understanding that only State and County officials were to be given the privilege of presenting their statements first in deference to their official status. The fact that the County governments were opposed to any additional wilderness should have had no bearing on when the Wilderness Coalition was allowed to testify. Yet, Mr. Gardner apparently felt that in order to balance the issue it was necessary to afford the Coalition privileged status.

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Bureau of Land Management

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OR-23.2

With regard to the wilderness issue, RMOGA emphasized at the numerous hearings held throughout the State that it is not opposed to the concept of wilderness. We are aware that there are instances where wilderness designations represent the highest and best use of the public lands. Furthermore, we believe that a speedy resolution of the wilderness issue is important--but only if accomplished in a forum where all interested parties are equally represented. It is essential that sound public land allocation decisions incorporate a thorough evaluation of the energy and mineral resource potential existing in all of the wilderness study areas (WSAs). Public land policies which prevent access for energy and mineral investigation can prematurely lock away valuable, but essentially uninventoried resources. We believe that all wilderness study areas should be explored for their resource potential prior to their being designated wilderness. Only through exploration activities can it be determined whether an area has potential for oil and gas. Many people feel that these lands should be locked away to protect our energy resources, much like a savings bank, for future generations. Unfortunately, without proper evaluation we will never know whether these lands truly have the resources which will be needed in the future.

OR-23.3

In regard to the DEIS, it is our opinion that the BLM planners relied too heavily on outdated and inadequate information for its mineral resource analyses. We are concerned that the DEIS does not reflect the most current, state-of-the-art energy and mineral information. In order for the BLM to make the most knowledgeable and informed decisions as to which areas should be recommended for wilderness, it is essential that all available sources be utilized in determining the energy and mineral potential of each of the 82 wilderness study areas. While the draft document failed in this respect by relying solely on mineral evaluations supplied by Science Applications, Inc. (SAI), it is our hope that the BLM will give thorough consideration to the information provided during the comment period by energy companies, either through oral testimony, written comments, or meetings with the Geologic Task Force which was set up for purposes of receiving additional geologic information.

OR-23.4

Discussion of new information is critical since the BLM chose to ignore the information which was supplied by energy companies during preliminary wilderness study activities. The BLM has admitted that it relied solely on superficial SAI reports even though companies submitted specific geologic information pertaining to numerous WSAs during the study process. Some evaluations indicated that mineral ratings provided by the companies were higher than SAI's, but the DEIS clearly shows that the BLM chose to disregard the companies' information and rely on the outdated SAI estimates. Further, though the companies are unwilling to part with proprietary data, company geologists and geophysicists offered unsuccessfully to explain their ratings to BLM personnel. The BLM merely acknowledges in the DEIS that in some instances representatives of energy and mineral companies believe that several WSAs actually have higher energy potential than reflected in the SAI reports. Clearly, the BLM should have

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OR-23.4 utilized the information provided by industry during the comment period in order
(cont.) to fully recognize the energy and mineral potential of the WSAs and to modify wilderness recommendations accordingly.

Such modifications are essential since the BLM has preliminarily selected as suitable for wilderness many WSAs which contain moderate to high potential for energy and minerals. In an unstable world with energy imports constituting more than one-third of our domestic consumption, the BLM is recommending a denial of access to tomorrow's oil and gas supplies through its wilderness recommendations. Even using the outdated and inadequate SAI information, the BLM has recommended 55% of the WSAs rated as having moderate to high potential for oil and gas for wilderness.

If the BLM does not modify its recommendations, more than 50% of the oil and gas resources found in the WSAs will be foregone under the proposed action. Millions of barrels of oil and billions of cubic feet of natural gas will be lost forever with this proposal. While only Congress can designate an area as wilderness, we believe it is incumbent upon land management agency personnel to make recommendations based on the best available resource information. Members of Congress are unable to evaluate the subsurface potential in these lands, and rely on the land managing agencies for an accurate assessment of what it is trading away in the interest of wilderness preservation. Unless the agency is willing to provide Congress with the best, most current information, the wilderness study process will result in some grievous errors which could threaten our country's security.

OR-23.6 We question the need for a wilderness designation in those areas with significant oil and gas potential when the BLM has the capability to protect these areas through the normal land management planning process. Industry has proven time and time again that oil and gas exploration and production activities are compatible with other sensitive resources. A wilderness designation is not the only way in which to protect sensitive resources.

OR-23.7 Utah already contains more than 2.7 million acres set aside for wilderness, national parks, wildlife refuges, and other classifications for environmental protection. The BLM's proposal to add nearly 2 million more acres, many of which contain substantial new energy resources, is a short-sighted and ill-advised decision.

OR-23.8 In addition to our concern with the overall effect these specific designations will have on the economic viability of the State of Utah and its residents, we are also concerned with the possibility that these areas may be recommended for a Class I Air Quality designation. A Class I Air designation would preclude almost all development activities in lands surrounding the designated wilderness areas. The BLM has already indicated that it may recommend these areas to the State for Class I consideration. The long-range impacts of such designations would serve to cripple any type of economic development in southern Utah and we oppose this concept.

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OR-23.9

Another problem which could stem from the adoption of the BLM's current wilderness recommendations is the impact these designations would have on water rights. While this issue is still being debated in Congress, Sierra Club v. Block found that wilderness does include a reservation of water rights. Even though this decision is under appeal, it has been indicated that access to water resources in wilderness is in jeopardy. The majority of the WSAs are situated in or adjacent to the State's most arid regions, and the ability to divert limited water supplies must be preserved. The availability of the areas' limited supply of water is critical to the economic livelihood of the region. According to the Utah State Association of Governments, approximately 34 of southern Utah's major perennial water sources will be affected or potentially affected by wilderness water reservations. The Wilderness DEIS has not considered the potential economic implications of a wilderness water right reservation on local economies. Without such an analysis, it is impossible for the BLM to make competent wilderness recommendations.

In summary, we believe the BLM's preliminary wilderness recommendations are faulty because outdated mineral assessments were used and because the geologic information and data provided by the energy and mineral industries were not utilized. Newly received company data should be weighed carefully with other resource information and utilized to make the final wilderness recommendations. Moreover, we strongly urge the BLM to revise its recommendations regarding wilderness in areas with moderate to high potential for energy resources. The BLM must consider the loss of revenue to State and Local governments which would result if these recommendations are adopted by Congress. Finally, the BLM must also consider the indirect impacts these recommendations will have on air quality restrictions and reserved water rights and the ability of interested parties to develop adjacent areas for public benefits.

RMOGA appreciates the opportunity to provide the BLM with our written comments. Please do not hesitate to contact me should you have any questions or if you would like to discuss our comments in more detail.

Sincerely,

Alice Frell Benitez
Alice Frell Benitez
Public Lands Director

AFB:cw

STATEMENT OF THE ROCKY MOUNTAIN OIL AND GAS ASSOCIATION

ON THE BLM'S STATEWIDE WILDERNESS DRAFT ENVIRONMENTAL

IMPACT STATEMENT AND WILDERNESS PROPOSALS

STATEWIDE HEARINGS

My name is Claire Moseley and I am here today on behalf of the Rocky Mountain Oil and Gas Association (RMOGA). RMOGA is a trade association representing hundreds of members who account for more than 90 percent of the oil and gas exploration, production and transportation activities in the Rocky Mountain West. RMOGA, like so many others associated with the energy industry, is concerned about access to public lands for exploration and development of oil and gas. This wilderness proposal will have a significant impact on the availability of millions of acres of BLM lands for mineral exploration.

While RMOGA would like to emphasize that it is not opposed to the concept of wilderness, it is our belief that wilderness should only be considered for areas which are void of conflicts. The nation's public lands are managed under a multiple-use philosophy meaning that numerous uses are able to occur concurrently. Wilderness does not represent a multiple-use in of itself, but rather a single use which precludes most other types of resource use. While we agree that there are some areas which may be best suited for wilderness designation, there are many more areas which should not be considered suitable because of the hardships such a designation cause on those who rely on the public lands for their livelihood. The BLM's wilderness

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proposal for the State of Utah would lock up millions of acres from multiple uses such as energy and mineral exploration and development, motorized recreation, timber cutting, as well as causing a hardship on ranchers who use the public lands for purposes of grazing livestock. Therefore, it is mandatory that wilderness decisions be made extremely carefully in order to minimize the impacts wilderness could have on other resource uses.

OR-23.11

We do not believe that the BLM has afforded appropriate consideration to those resources which will be foregone as a result of a wilderness designation. For example, the BLM has recommended as suitable for wilderness many WSAs which contain moderate to high potential for energy and minerals. In an unstable world where energy imports constitute more than one-third of our consumption, the BLM is recommending a denial of access to tomorrow's oil and gas supplies through its wilderness recommendations. The BLM has indicated that they are aware of the fact that by their own calculations the proposed wilderness recommendations represent 55 percent of the WSAs rated as having moderate to high potential for oil and gas. How can this be considered responsible management? In addition to the fact that most of these areas are located in favorable geologic trends for energy and minerals, they are also all primarily within the same geographic location -- southern Utah.

OR-23.12

The BLM cannot have adequately considered the impacts wilderness designations will have on the people who derive their livings off these same lands. Furthermore, while wilderness is

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considered a national issue, so is the production of goods and services which benefit the nation as a whole.

It is interesting to note that those who clamor for the lock up of millions of acres to the careful and reasonable production of these goods and services must use these same commodities in order to survive. Not only do these people have to eat and live in houses, but they also must drive cars and wear clothes. Even primitive recreation relies on these goods and services. Most backpacks one sees today are made from nylon, an oil derivative. The same with tents. The rubber soles on hiking boots are derived from petroleum and the metal lece hooks are derived from minerals. Cookware, climbing gear, compasses, are all made from minerals. Just think of the goods and services you had to utilize just to come to this hearing today. My point it that we all lose if valuable, productive lands are closed forever in the name of wilderness.

OR-23.13

According to the BLM, more than 50 percent of the oil and gas resources found in the WSAs will be foregone under the proposed action. Approximately 425 million of barrels of oil and 2.9 billion cubic feet of natural gas could be lost forever with this proposal. While only Congress can designate an area as wilderness, we believe it is incumbent upon land management agency personnel to make recommendations based on the best available resource information. Members of Congress are unable to evaluate the subsurface potential in these lands, and rely on the land managing agencies for an accurate assessment of what it

OR-23.13
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is trading away in the interest of wilderness preservation. Unless the agency is willing to provide Congress with the best most current information, the wilderness study process will result in some grievous errors which could threaten our country's security.

OR-23.14

We believe BLM planners have relied too heavily on outdated and inadequate information for its mineral resource analyses. We are concerned that the Utah Wilderness Draft Environmental Impact Statement does not reflect the most current, state-of-the-art energy and mineral information. In order for the BLM to make the most knowledgeable and informed decisions as to which areas should be recommended for wilderness, it is essential that all available sources be utilized in determining the energy and mineral potential of each of the 82 wilderness study areas. The Statewide Wilderness DEIS has failed in this respect. The mineral inventory section of the DEIS relies solely on mineral evaluations supplied by Science Applications, Inc., (SAI) a consulting firm based in Tennessee. SAI findings are based merely upon interpretations of outdated government geologic publications, occurrence and production data, and the projections of a small team of geologists. BLM has not utilized the extensive knowledge industry has to offer in these geologic determinations.

We are alarmed that the BLM chose to ignore the information which was supplied by energy companies. Instead it relied solely on the superficial SAI reports. Companies submitted

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geologic information pertaining to numerous WSAs during the study process. Some evaluations indicated that mineral ratings provided by companies were higher than SAI's, but the draft Environmental Impact Statement clearly shows that the BLM chose to disregard the companies' information and rely on the outdated SAI estimates.

Further, though companies are unwilling to part with proprietary data, company geologists and geophysicists offered without success to explain their energy mineral evaluations to BLM personnel. The BLM merely acknowledges in the DEIS that in some instances representatives of energy and mineral companies believe that several WSAs actually have higher energy potential than reflected in the SAI reports. The BLM must go further than merely acknowledging industry mineral evaluations, it must incorporate this information into the decision-making process.

The BLM has indicated that it is still in the process of assessing the information received from industry, even though in most cases they have had the information for an ample period of time in which to do so. We find that the BLM's wilderness decisions lack credibility because they were not based upon all the available information. It is impossible for the BLM to make sound decisions regarding a land classification which would essentially preclude all types of exploration and development activities without utilizing the best available information about the subsurface mineral resources.

We question the need for a wilderness designation in those

OR-23.14
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areas with significant oil and gas potential when the BLM has the capability to protect these areas through the normal land management planning process. Industry has proven time and time again that oil and gas exploration and production activities are compatible with other sensitive resources. A wilderness designation is not necessary just to protect sensitive resources.

OR-23.15

As you may have heard, RMOGA visited two well sites, which were drilled over thirty years ago. These wells were drilled before the Reclamation Act was passed, which means that no reseeding was required in an effort to reclaim the area. The companies which drilled the wells did remove the well pads and the mud pits, but no further reclamation was done and the dry hold markers are still there, as is required by law. These areas are now located within the Gros Ventre Wilderness Area in Wyoming. The Forest Service and Congress found that these areas were suitable for wilderness designation despite the fact that drilling had taken place.

This means that oil and gas exploration and drilling should not be considered a use which will harm the land. Especially in light of the rules, regulations, and laws which require companies today to return the land to its original contour and condition in sensitive areas. The point is that those areas which were primitive thirty years ago are still primitive today and will be for our children and their children. The BLM has the means to protect these lands without locking them away into

OR-23.15 wilderness.
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Utah already contains more than 2.7 million acres set aside for wilderness, national parks, wildlife refuges, and environmental protection. The BLM's proposal to add nearly 2 million more acres, many of which contain substantial new energy resources, is a short-sighted and ill advised decision.

OR-23.16

According to BLM, if the 1.9 million acres of wilderness recommendations are designated, the Federal Government will lose millions of dollars per year of known revenues alone, acquired from lease rentals and grazing fees. This loss will accordingly reduce the State's allocation of those revenues. We must realize that this figure does not include undetermined amounts related to royalties, bonus bids, taxes, and community contributions made by the energy and mineral companies, as well as revenues from other resources. Nobody knows what the real economic impacts are going to be. Certainly they are going to be much greater than we can imagine. The Federal government can't afford this type of revenue loss, nor can the State of Utah.

OR-23.17

In addition to our concern with the overall effect these specific designations will have on the economic viability of the State of Utah and its residents, we are also concerned with the possibility that these areas may be recommended for a Class I Air quality designation. A Class I Air designation would preclude almost all development activities in lands surrounding the designated wilderness areas. BLM has already indicated that

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it may recommend these areas to the State for Class I consideration. The long range impacts of such designations would serve to cripple any type of economic development in southern Utah and we oppose this concept. We are also opposed to any sort of bufferzone being implemented around any designated wilderness area for any sort of reason.

OR-23.18

We are also concerned with the lack of consideration BLM has given the issue of water rights in wilderness areas. The BLM has not considered the potential economic implications of a wilderness water right reservation on local communities. Until this economic impact issue is resolved, the BLM cannot adequately analyze the impacts of a wilderness designation. And without such an analysis, it is impossible for the BLM to make competent recommendations for wilderness designations.

In conclusion, we believe the BLM's recommendations are faulty because outdated mineral assessments were used and because the geologic information and data provided by the energy and mineral industries were not utilized. Company data should be weighed carefully with other resource information and incorporated into the final wilderness recommendations. We further urge that the BLM reconsider its recommendations regarding wilderness in areas with moderate to high potential for energy resources.

Additionally, we urge the BLM to adequately consider the impacts caused by wilderness designations which would stem from the designation of wilderness areas as Class I Air Quality Areas as

well as the implications of the water rights in wilderness and the subsequent impacts on local communities.

Thank you for this opportunity to present RMOGA's concerns. I would be happy to answer any questions you may have.

24110.42

12 August 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 South State Street
Suite 301
Salt Lake City, UT 84111-2303

RE: BLM Proposed Wilderness Recommendations for the State of Utah

Dear Sirs:

Utah International Inc. (UII), a natural resources company based in San Francisco, California, owns and operates mining properties in the United States, Canada, Brazil, the Bahamas, Australia and New Zealand. UII also conducts mineral exploration on a worldwide basis and has an exploration office in Salt Lake City. For the last twenty years, UII has been working to develop the coal resources found in the Alton Coal Field (Kane County, Utah) and to find hard rock deposits in other parts of the state of Utah. It is therefore with great concern that we view your proposed action outlined in the BLM Utah Statewide Wilderness Draft Environmental Impact Statement (EIS).

UII recognizes the legitimate need for a federal wilderness preservation system. UII further believes that some of the areas proposed for wilderness do contain outstanding wilderness values and should be considered for inclusion in the wilderness system. However, many of the areas proposed have a high probability of containing valuable mineral resources and should not be permanently precluded from future development. To ensure that our decisions with regard to wilderness are made wisely, it is important that we know all the resources that will be foregone, when an area is proposed for wilderness preservation. UII believes that BLM's proposal to add 1,892,402 acres in 58 areas to the wilderness system ignores many needs and would preclude use of resources on public lands that have not been adequately inventoried. Considering our limited mineral resources and our current dependence on foreign sources for many critical and strategic materials, many of which are unstable or hostile to the United States, the proposed action could have long-term negative effects on this country's economic growth, stability, and mineral/energy in dependence.

Although Federal law does require mineral surveys of the wilderness study areas by the U.S. Bureau of Mines and the U.S. Geological Survey, these surveys are limited to published information and use methods (eg., quick mapping of geology and widely spaced samples of surface materials) that tend to underestimate mineral potential. BLM's reliance on the presence of mining

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Wilderness Stuides
12 August 1986
Page 2

claims further exacerbates this problem by leading to the conclusion that a number of areas have no mineral potential simply because there are no active mines or mining claims on them. Because of the above, we strongly disagree with the statement on page 115 of Volume I regarding the impacts of the proposed BLM alternative on locatable mineral production:

Because production of these minerals has occurred or is currently occurring in only 5 designated WSA's (refer to Table 27) and present economic considerations for minerals such as copper and uranium are unfavorable, it is unlikely that exploration or development would occur in most designated WSA's in the foreseeable future, even without wilderness designation. Therefore, this alternative probably would not result in any significant potential loss of recoverable locatable mineral resources in the short term.

We also disagree with the statement on the same page that "[T]his foregone [mineral] potential is likely overstated because 182,136 acres are under mining claim in wilderness areas". This statement is based on the assumption that "development work, extraction and patenting would be allowed to continue on valid claims after wilderness designation under unnecessary or undue degradation guidelines" (last sentence on P.114). But in the reality, even though the law allows for the development of pre-existing valid claims, no actual mining development has ever occurred within a wilderness area. Some wilderness bills have even precluded the patenting of valid mining claims. In addition, the data used to estimate the amount of mineral potential foregone is incomplete and does not consider the potential of large acreages that have yet to be adequately explored.

Mineral exploration, in fact, is a dynamic science wherein new ideas and concepts are constantly being generated and our understanding of geological conditions is continually changing. As the need for new mineral commodities continues to grow, areas that have not been actively explored in the past suddenly become of great interest. For example, the current interest in gallium and germanium deposits in southwestern Utah was sparked by a recent mine development for these minerals. Thus, an area of Utah that received little attention in the past is now being closely scrutinized by mining companies.

The dynamic nature of exploration geology is also exemplified by the development of the Mesquite gold deposit in southeastern California. For many years, the area around the Mesquite deposit had been explored by numerous companies and dismissed as just a number of small areas of limited gold mineralization. But in 1980, Goldfields Corporation came into the area with the idea that the small areas of gold mineralization were all related to a flat fault feature that lay near the surface. Drilling proved the existence of a mineable deposit and now a viable mine with 20 years worth of reserves is in operation. Since this discovery, intense exploration activity has taken place throughout southeastern California, western Arizona and southwestern Nevada for similar deposits. Several deposits have been located; all in areas that only a few years ago were thought to have only limited potential for large mineral deposits.

OR-24.2
(cont.)

OR-24.3

Wilderness Stuides
12 August 1986
Page 3

Many of the obvious mineral deposits that could be found by simple mapping and surface sampling were found long ago. To turn up new deposits requires use of more subtle clues and detailed exploration work. Indeed, much needs to be done before the areas listed in the EIS can be dismissed as having no mineral potential. Exploration techniques, such as satellite remote sensing and new geophysical methods, can now help to locate mineral deposits that were previously hidden because surface expressions of their presence were lacking.

Most geologists in economic mineral exploration feel that hard rock mineral exploration is still in a youthful stage of development with many new ideas and concepts yet to be tested. Removal of access to public lands, such as would result from the inclusion of vast acreages within the wilderness system, would have a critical effect on the continued growth of this critical segment of the mining industry.

In support of the above statements, UII has attached detailed comments on the hard rock mineral potential of the wilderness study areas to this letter. For ease of review, we have identified two significant categories: High Mineral Potential and Low Mineral Potential (Attachments A and B). For each study area, the type and magnitude of the mineral potential is identified as well as existing man-made disturbances such as old mines. In addition, a separate listing of areas that have moderate to high potential for future coal production is included (Attachment C). We have also identified instances where we feel that BLM's coal favorability and certainty rating or percent recovery estimates are overly conservative. Finally, information on oil shale, tar sands, potash and manganese are included, where available.

UII hopes that these recommendations will be helpful to BLM in finalizing the Utah Statewide Wilderness EIS. The future of the mineral industry in Utah and in the United States will be greatly affected by the designation of areas as wilderness. As a country, we need to know the mineral values that will be foregone before we act on wilderness designations. UII urges that only those areas that are truly unique and outstanding in their wilderness values and are of minimal or no mineral potential be recommended for actual inclusion in the wilderness system.

Should you need any additional information, please feel free to contact us.

Sincerely,

David L. Warren

O. N. Warren
Vice President, Exploration

ONW:prn
attachments

OR-24.3
(cont.)

AREAS TO BE DELETED FROM WILDERNESS CONSIDERATION
BECAUSE OF HIGH MINERAL POTENTIAL

OR-24.4 The following wilderness study areas (WSA's) are areas which contain a moderate to high potential for future important valuable or critical mineral deposits and they should therefore be eliminated from consideration as wilderness areas. The areas are listed under the BLM designated regions as outlined in the Draft Environmental Impact Statement. Listings include notes on past mineral production from the area, notable impacts on wilderness considerations and future potential for mineral production. None of these areas should be included in the wilderness system.

West-Central Region

OR-24.4
(cont.)

1. North Stansbury Mountains

- . Historic past producer of lead, silver, zinc, copper and iron.
- . Numerous roads, jeep trails, mine structures and buildings in eastern half of the WSA related to previous mining activity.
- . Moderate to high potential for future production of lead, zinc, silver, copper and gold in sedimentary rocks, especially in the northern half of the Wilderness Study Area.

2. Deep Creek Mountains

- . Historic past production and recent producer of gold, silver, lead, zinc, copper, bismuth, iron, mercury, barite, antimony, arsenic and tungsten.
- . Numerous road and jeep trails, cabins, mines and mining ruins on eastern and western edges of WSA related to previous mining activity.
- . High potential for future development and production of gold, beryllium, silver, lead, zinc, copper, molybdenum, iron, barite, antimony, mercury, arsenic and tungsten from sedimentary and intrusive rocks, especially in the northern half and the southern third of the proposed WSA.

OR-24.5

3. Fish Springs Range

- . Historic past producer of lead, zinc, silver, copper and gold.
- . Numerous roads, jeep trails and mining-related structures are located within or near the northern portion of the WSA. The southern half of the WSA contains only a few jeep trails into the canyons on the east side of the range.
- . Very high potential for future production of lead, zinc, silver, gold and copper from sedimentary and unexposed intrusive rocks. The potential for the area is much greater than outlined in the Draft Environmental Impact Statement.
- . A significant zinc-silver reserve exists at the north end in the vicinity of the Utah, Emma and Wilson Mines. Limited silver production is scheduled to begin in late 1986 or early 1987 from materials located at the Utah Mine.

OR-24.6

- . The phenomenon known as attenuation or denudation faulting in the Fish Springs Range is recognized as being related to buried, deeper seated structures commonly associated with blend ore deposits such as those already known to exist in the northern portion of the range. Thus, even if mineral showings are limited in the southern portion of the range, the mineral potential is there.

OR-24.7

4. Swasey Mountain

- . Historic past production of lead, zinc, silver, copper and gold.
- . Numerous roads, jeep trails and mine-related structures are located throughout the area.
- . Moderate potential for future production of gold, silver, molybdenum, lead and zinc in intrusive and sedimentary rocks.

5. Howell Peak

- . Limited, minor past production of lead, zinc and silver.
- . Roads and jeep trails cut into the middle and edges of the WSA.
- . Moderate future potential for production of gold, silver, lead, zinc, copper and molybdenum in sedimentary and intrusive rocks.

OR-24.8

6. Conger Mountain

- . Minor, limited historic production of lead, zinc and silver.
- . Numerous roads and jeep trails cut throughout the area.
- . Moderate potential for future production of lead, zinc, silver, copper, gold and beryllium from sedimentary rocks.

OR-24.9

7. Notch Peak

- . Historic past production of gold, tungsten, lead, copper, zinc and silver.
- . Numerous roads, jeep trails, mining ruins and buildings located in the area designated for the WSA.
- . Moderate potential for future production of tungsten, molybdenum, copper, gold, lead, zinc and silver in intrusive and sedimentary rocks.

OR-24.10

8. King Top

- . Limited historic production of lead, zinc and silver.
- . Numerous roads and jeep trails criss-cross the area.
- . Moderate potential for future production of lead, zinc, silver and gold in sedimentary rocks.

OR-24.11

South-West Region

1. Cougar Canyon

- . Limited historic production of lead, zinc, silver, copper and gold.
- . Roads and jeep trails criss-cross the area with scattered buildings, mines and old prospected areas.
- . Moderate to high potential for future production of gold, silver, copper, molybdenum, beryllium and clays.

OR-24.12

South-Central Region

- OR-24.13

1. Mt. Ellen-Blue Hills

- . Historic past production of gold, silver, copper, uranium and vanadium.
 - . Roads and jeep trails cut into and cross the area.
 - . Moderate potential for future production of gold, silver, copper, uranium, vanadium and tungsten in intrusive and sedimentary rocks.
- OR-24.14

2. Bull Mountain

- . Historic past production of gold, silver, copper, uranium and vanadium.
 - . Roads and jeep trails cut into and cross the area.
 - . Moderate potential for future production of gold, silver, copper, uranium, vanadium and tungsten in intrusive and sedimentary rocks.
- OR-24.15

3. Fiddler Butte

- . Historic past production of uranium, vanadium, copper and silver.
 - . Very limited roads and jeep trails on edges of the area.
 - . Moderate potential for future production of uranium, copper, vanadium and silver in sedimentary rocks.
- OR-24.16

4. Mt. Pennell

- . Historic past production of uranium, vanadium, copper and gold.
 - . Limited roads and jeep trails cross the edges of the area.
 - . Moderate future potential for production of gold, copper, uranium, vanadium, silver and tungsten in intrusive and sedimentary rocks.
- OR-24.17

5. Mt. Hillers

- . Historic past production of gold, copper, uranium and vanadium.
 - . Limited roads and jeep trails on the edges of the area.
 - . Moderate potential for future production of gold, copper, uranium, vanadium, copper, silver and tungsten in intrusive and sedimentary rocks.
- OR-24.18

6. Little Rockies

- . Historic past production of copper, gold, silver and uranium from mining districts which border the WSA.
 - . Limited roads and jeep trails cross the edges of the WSA.
 - . Moderate potential for future production of copper, uranium, vanadium, silver and gold from intrusive and sedimentary rocks.

PVH:la

AREAS OF LOW MINERAL POTENTIAL THAT NEED FURTHER STUDY

The following Wilderness Study Areas are considered to have a low potential for future mineral development based on current understanding of their geology and mineral content. All of the areas listed though need to have further, fully detailed field investigation and sampling programs completed on them prior to their being put into a wilderness classification. The detailed work and additional review process may move some of these areas into the higher potential categories.

The areas are listed under the BLM designated regions and a brief statement is made about each area as to the type(s) of minerals they may contain.

West-Central Region

1. Cedar Mountains

- . Potential for lead, zinc, silver, iron and phosphate.
2. Rockwell

- . Potential for lead, zinc, silver, beryllium and tungsten.
3. Wah-Wah Mountains

- . Potential for lead, zinc, silver, gold and tungsten.

South-West Region

1. Cottonwood Canyon

- . Potential for silver, uranium and vanadium.
2. Canaan Mountain

- . Potential for gold, silver, platinum, palladium, uranium and vanadium.
3. Paria-Hackberry

- . Potential for gold, silver, uranium, vanadium, copper and gypsum.
4. The Cockscomb

- . Potential for gold, silver, uranium, vanadium, copper and gypsum.
5. Wahweap

- . Potential for uranium, vanadium and titanium.
6. Burning Hills

- . Potential for uranium and vanadium.

AREAS OF LOW MINERAL POTENTIAL THAT NEED FURTHER STUDY

PAGE 2

7. Death Ridge
 - . Potential for uranium and vanadium.
8. Steep Creek
 - . Potential for uranium, vanadium and copper.
9. North Escalante Canyon/The Gulch I.S.A.
 - . Potential for uranium, vanadium and copper.
10. Scorpion
 - . Potential for uranium, vanadium, copper and gypsum.
11. Escalante Canyon
 - . Potential for uranium.
12. Fifty Mile Mountain
 - . Potential for uranium, titanium, gold and silver.
13. Red Butte
 - . Potential for silver, uranium and vanadium.
14. Spring Creek Canyon
 - . Potential for silver, uranium and vanadium.
15. The Watchman
 - . Potential for silver, uranium and vanadium.

South-Central Region

1. Dirty Devil
 - . Potential for gold, silver, copper and uranium.
2. Horseshoe Canyon
 - . Potential for copper and uranium.
3. French Spring-Happy Canyon
 - . Potential for copper and uranium.

AREAS OF LOW MINERAL POTENTIAL THAT NEED FURTHER STUDY

PAGE 3

South-East Region

1. Mancos Mesa
 - . Potential for uranium, vanadium and copper.
2. Cheesebox Canyon
 - . Potential for uranium, vanadium and copper.
3. Butler Wash
 - . Potential for uranium, vanadium, copper and potash.
4. Bridger Jack Mesa
 - . Potential for uranium, vanadium, copper and potash.
5. Indian Creek
 - . Potential for uranium, vanadium, copper and potash.
6. Behind the Rocks
 - . Potential for potash, manganese, copper, uranium and vanadium.
7. Mill Creek Canyon
 - . Potential for copper, uranium and vanadium.
8. Negro Bill Canyon
 - . Potential for uranium, vanadium and copper.
9. Horseshoe Canyon
 - . Potential for uranium, vanadium, copper and potash.

East-Central Region

1. San Rafael Reef
 - . Potential for copper, uranium and vanadium.
2. Crack Canyon
 - . Low to moderate potential for gypsum, copper, uranium and vanadium.

AREAS OF LOW MINERAL POTENTIAL THAT NEED FURTHER STUDY

PAGE 4

East-Central Region, continued

3. Muddy Creek
- Low to moderate potential for uranium, vanadium, copper.
4. Devils Canyon
- Low to moderate potential for uranium, vanadium, copper and gypsum.
5. Sids Mountain
- Potential for uranium, vanadium, copper and gypsum.
6. Mexican Mountain
- Potential for copper, uranium and vanadium.
7. Desolation Canyon
- Potential for uranium, vanadium and copper.
8. Flume Canyon
- Potential for placer gold.
9. Westwater Canyon
- Potential for placer gold.

PVH:la

Attachment C

Comments on WSA's in the Utah BLM
Statewide Wilderness Draft EIS

The following areas are known to have coal deposits with moderate to high potential for future production.

Southwest Region

The Blues WSA (UT-040-268) Garfield County

High potential for development of good coal deposits exceeding 120 MMT recoverable tons (BLM figures) from 245 MMT in place in the Straight Cliffs Formation. Several small mines have produced an estimated 25,000 tons from the area in the past. BLM rates coal favorability and certainty in its highest ranges of F4 and C4. High Priority

Mud Spring Canyon WSA (UT-040-077) Garfield and Kane Counties

The Draft EIS suggests up to 125 MMT of recoverable coal is present. Almost the entire area is underlain by minable coal - a reserve in place of about 250 MMT. High Priority

The Cockscomb WSA (UT -040-275) Kane County

A moderate potential exists for coal production from the Dakota Formation. A small amount of coal was mined in the past. Medium Priority

Wahweap WSA (UT-040-248) Kane County

The area includes up to 500 MMT or more of recoverable coal. It is in probably the largest single undeveloped coal region in the United States. The coal loss would be very significant if this area becomes wilderness. Access to the coal and mining of it must not be prohibited. Very High Priority

OR-24.19

Burning Hills WSA (UT -040-079) Kane County

The WSA is in the south-central Kaiparowits region, completely underlain by coal in the Straight Cliffs Fm. In-place reserves are estimated at 928 MMT to a depth fo 2000'. It has been assigned the highest favorability and occurrence rating (F4 and C4). The coal is good. Analyses of the western portion compare favorably with Wasatch Plateau Coal. Access to and mining of the coal in the region are vital. Longwall mining should be able to significantly improve the BLM estimate of 30 to 50 percent recovery of the 928 MMT minable reserve. Very High Priority, as above

OR-24.20

Death Ridge WSA (UT-040-078) Garfield and Kane Counties

Potential recovery of up to 800 MMT of coal. We should assign a high occurrence and favorability factor to coal development. F & C factors of 3+ were assigned by BLM, they should be 4. 1.587 BT minable to 2000' depth. Very High Priority

OR-24.21

Phipps-Death Hollow ISA Garfield County

In Garfield county beginning about one mile east of Escalante. CO₂ and gypsum are known in the area. Coal is known to occur in the ISA but BLM places in the lowest (P1) category for development.

Steep Creek WSA (UT-040-061) Garfield County

The WSA has high certainty of having minable coal but the EIS lists the favorability for production as low. CO₂ production is feasible. Medium Priority

Carcass Canyon WSA (UT-040-076) Garfield and Kane Counties

Coal is assigned a high certainty of occurrence (C4) and favorability for development (F4). No tonnage figures were noted, but 90% of the area is underlain by coal in beds up to 10' or more thick. Must be kept available. Very High Priority

Fifty Mile Mountain WSA (UT-040-080) Kane and Garfield Counties

Known coal reserve of an estimated 147 MMT recoverable coal is listed in seams 4.0', but go up to at least 14'. Both occurrence and favorability rate at 4. Presently leases are known for parts of the WSA. Underground mining could be done under at least 30% of the area. Nearly all is underlain by coal. High Priority

Scorpion WSA (UT-040-082) Kane and Garfield Counties

Valid mining claims exist. Most of the tract includes Straight Cliffs Fm. which is the major producer or potential producer in the region. Medium Priority

South-Central RegionMt Ellen-Blue Hills WSA (UT-050-238) So-Central Wayne County and N.E. Garfield County

Locaiton of boundary 10 miles west of Hanksville. Estimated by BLM to have 19 MMT of recoverable coal, plus gold, silver, copper, oil & gas. Coal presence is rated high (C4) and favorability to mine is moderate (R2). Most of the coal is in the Emery Fm. About 2825 acres are assumed to be strippable. Medium Priority

Horseshoe Canyon (South) WSA (UT -050-237) Wayne and Garfield Counties

Coal is not listed as a resource, but tar sands are present with an estimated recoverable 112 MM BBL in place. Medium Priority

French Spring - Happy Canyon WSA (UT-050-236B) Garfield County

Tar sands with a range of recoverable oil from 575 MM BBL to 672 MM BBL's are in the WSA. No coal reserve noted. Medium Priority

Fiddler Butte WSA (UT-050-241) NE Garfield County

Potentially minable tar sands existing; underlay 41,250 acres containing between 960 MM and 1.26 Billion BBL of recoverable oil. High Priority

Mt Pennell WSA (UT-050-248) Garfield County

The BLM coal reserve estimate is 12.3 MMT recoverable with a high favorability for production. Found in the Emery coal zone. Medium Priority

Little Rockies WSA (UT-050-247) Garfield County

A moderate coal reserve (C2 and F2) is noted. Medium Priority

Southeast Region

Bridger Jack Mesa WSA (UT-060-167) San Juan County

Has the potential for producing 1 MMT or more of potash. No current leases exist. Possibilities occur also for low grade manganese. Medium Priority

Indian Creek WSA (UT-060-164) San Juan County

Up to 7.5 MMT of potash could be mined. Coal is not reported from the region. Medium Priority

Behind the Rocks WSA (UT-060-140A) Grand and San Juan Counties

Up to 7.5 MMT potash potential (P3, C3). Some possibility for low-grade manganese. No coal. Medium Priority

Mill Creek WSA (UT-060-139A) Grand County

1 to 10 MMT potash recovery with moderate probability of development (F3 and C3 rating). No coal. An in-place tonnage of manganese of 100,000 T is noted. Medium Priority

Negro Hill Canyon WSA (UT-060-138) Grand County

Borders the south side of Mill Creek WSA. Possible recovery of 75,000 to 7.5 MMT potash. No coal. Manganese has a moderate potential. Medium Priority

Horseshoe Canyon WSA (North) (UT-060-045) Emery and Wayne Counties

750,000 to 7.5 MMT of potash. No coal. Medium Priority

Lost Spring Canyon WSA (UT-060-131B) Grand County

Possible production of 100,000 manganese; 75,000 to 7.5 MMT potash. Medium Priority

East Central Region

San Raphael Reef WSA (UT-060-029A) Emery County

Potentially Recoverable:
Tar sands - 3 MM BBL. 1 MMT potash. 100,000 T Manganese. Medium Priority

Crack Canyon WSA (UT-060-028A) Emery County

Potentially Recoverable:
750,000 T potash. 100,000 T manganese. Coal is not considered present unless it is at greater depths equivalent to the Dakota Fm. 50 MM to 60 M BBL of oil in tar sand. Medium Priority

Muddy Creek WSA (UT-060-007) Emery County

Potentially Recoverable:

3 MM BBL of oil from tar sands. 750,000 T potash. 100,000 T manganese. Coal favorability is low. Low-medium Priority

Devils Canyon WSA (UT-060-025) Emery County

Potentially Recoverable:

3 MM BBL oil from tar sand. 700,000 T potash. 5 MMT gypsum. 100,000 tons manganese. Medium Priority

Sid's Mountain WSA (UT-060-023) Emery County

Potentially Recoverable:

3 MM BBL of oil from tar sand. 750,000 T potash. 100,000 T manganese. Medium Priority

Mexican Mtn WSA (UT-060-054) Emery County

Potentially Recoverable:

30-40 MM BBL of oil from tar sands. 750,000 T of potash. Coal may not exist in economic amounts. Medium Priority

Desolation Canyon WSA (UT-060-068A) Carbon, Emery and Grand Counties

Coal present from 105 to 140 MMT recoverable underground in Blackhawk Fm. Less than 3,000' deep. High Priority

Turtle Canyon WSA (UT-060-067) Emery County

27 MMT coal recov. at 30%. Medium Priority

Floy Canyon WSA (UT-060-068B) Grand County

Est. 71 MMT coal recoverable underground. Medium-high Priority

Coal Canyon WSA (UT-060-100C2) Grand County

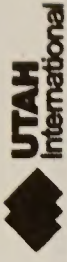
Up to 80 MMT coal recoverable underground. Medium Priority

Winter Ridge WSA (UT-080-730) Book Cliffs - Uintah County

Potentially Recoverable:

14 MM BBL of oil from oil shale, and 375 MM BBL's from tar sands. Coal is thin, deep and dirty. Medium Priority

Utah International Inc
550 California Street
San Francisco, California 94104
(415) 981-1515



14 August 1986

Wilderness Studies (U-933)
BLM Utah State Office
324 South State Street
Suite 301
Salt Lake City, UT 84111-2303

RE: BLM Proposed Wilderness Recommendations for the State of Utah

Dear Sirs:

In our letter of 12 August 1986, Utah International Inc. (UII) commented on the BLM Utah Statewide Wilderness Draft Environmental Impact Statement (EIS) as a whole. This letter only addresses your recommendations for wilderness in Kane County, Utah. For the last twenty years, UII has been working in Kane County to develop the coal resources located in the Alton Coal Field. In the Draft EIS (Volume III, Part A) you proposed that 59,270 acres of the Paria-Hackberry Wilderness Study Area (UT-040-247) be officially designated as wilderness. Because of our interests in Kane County, UII reviewed the analyses supporting this proposal. Based on this review, UII believes that the proposed designation is inappropriate for the following reasons:

1) OR-24.22

The BLM analysis of the Paria-Hackberry WSA indicates that the Paria River is the primary stream drainage within the WSA. This river is according to the report "one of the major sources of nonpoint salinity and sediment to the Colorado River ... (carrying) more sediment per acre of drainage area than any other river in the United States" (p. 16).

BLM also notes that the existing Management Framework Plan for this area "has identified a number of watershed treatment potentials for this WSA to mitigate erosional problems" (p. 16). These land treatment projects would involve some 6500 acres of land and would include watershed tillage, pinyon-juniper chaining and seeding, and sagebrush control and seeding.

Having identified the importance of erosion control in the WSA, the BLM then goes on to limit its analysis of the impact of forbidding the use of erosion control (i.e., by designating the area as wilderness) to one paragraph on p. 28. Furthermore, no mention of this impact is made in Table 1 (Summary of Significant Environmental Consequences: Paria-Hackberry WSA).

14 August 1986
Wilderness Studies
Page 2

OR-24.22
(cont.)

In light of BLM's own statements on the importance of erosion control, UII can only conclude that the above-mentioned impact analysis does not adequately address this issue and does not support the proposed wilderness designation.

2)
OR-24.23

On p. 20, the BLM claims that the "WSA is natural with only minor imprints of man". This naturalness is one of the primary justifications given for the proposed wilderness designation. Yet, on the same page BLM also notes that because of the "Paria-Hackberry WSA site characteristics and ease of local access", recreational use in the WSA is primarily nonprimitive in nature; nor, does BLM expect "primitive recreation use (to) ... increase significantly" even if the area is officially designated as wilderness.

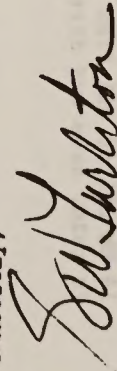
Such a finding is not unexpected, considering the fact that more than 33 miles of ORV roads already exist within the WSA. To propose therefore that the WSA be designated as wilderness because of its natural setting seems to be contrary to the actual situation.

3)
OR-24.24

Possibly the most important reason for dropping this WSA from inclusion within the National Wilderness Preservation System (NWPS) is the presence of adequate wilderness acreage within close proximity to the WSA. In particular, as noted on p. 20, the Paria Canyon - Vermillion Cliffs Wilderness Area is located immediately south of the WSA. The presence and quality of this wilderness area is the primary reason why the Paria-Hackberry WSA is not expected to receive significant wilderness-oriented use, even if it is designated as a wilderness area.

Because of the above reasons, UII recommends that the proposed inclusion of the Paria-Hackberry WSA within the NWPS be rescinded. We appreciate the opportunity to comment on this particular BLM wilderness proposal.

Sincerely,



G. W. Tarleton
Vice President, Manager
Alton Coal Project

GWT:prm

cc: Paul Jenkins - Mayor of Kanab
Calvin Johnson - Chairman, Kane County Commission



Utah Mining Association

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Vice President
WALTER L. WRIGHT
President & Chief Operating Officer
Valley Camp of Utah, Inc.

August 14, 1986

Department of the Interior
Utah State Office
Bureau of Land Management
CFS Financial Center
324 South State
Salt Lake City, Utah 84111-2303

Re: Utah Mining Association's Written Comments for
Draft Environmental Impact Statement.

Gentlemen:

The Utah Mining Association appreciates the opportunity to identify some of its concerns regarding the BLM's Utah Wilderness Draft Environmental Impact Statement and the BLM-proposed or preferred alternative as to wilderness designations in the state of Utah.

Initially, the Utah Mining Association wishes to note that it and its members are not unkindful of nor unsympathetic to the goals and purposes of the National Wilderness Preservation System. Historically, the mining industry has been publicly branded as having a bias against any and all wilderness proposals. This is simply not the case. We, the industry, share the same concerns of other citizens as regards the protection of the public land for the benefit and enjoyment of future generations. We do, however, have some concerns regarding the BLM's Draft EIS and its proposed alternative of designating 1,892,402 acres as wilderness.

COMMENT LETTER OR-25

Department of the Interior
Utah State Office
Bureau of Land Management
August 14, 1986
Page 2

Traditionally, the majority of the lands managed by the BLM have been managed so as to ensure that multiple uses are made of these lands. This so-called multiple use doctrine has historically allowed the population as a whole to benefit from all of the values connected with these lands. Specifically, management to guarantee multiple use has allowed many types of recreation, motorized and non-motorized. The multiple use doctrine also allows grazing, timbering, water development, and mineral development. All of the multiple uses are regulated to ensure the protection of the environment. Great strides have been made in these multiple-use programs during the last two to three decades toward protecting the beauty and value of the public lands. The multiple use doctrine has ensured that the many-faceted values of these lands will benefit the population as a whole, while, at the same time, offering adequate protection to the wilderness values of the lands.

OR-25.1

Contrast this with the limited single use that is allowed for lands designated as wilderness. The limited single use will provide the "hail and hearty" of our society with unique opportunities for recreation. However, this recreation will be enjoyed to an almost exclusive extent by those that have the unlimited time and resources necessary to take advantage of these limited single use areas.

OR-25.2

Those who support wilderness designation often parrot the phrase that "wilderness is forever." The Utah Mining Association agrees that wilderness is forever. However, the Association and its members suggest that wilderness boundaries have historically been anything but forever. Boundaries around wilderness areas are constantly growing, growing through the creation of buffer zones around the officially-designated wilderness areas. These buffer zones are designed to ensure that a wilderness area is cushioned by a protection zone. While this buffer or protection zone is not officially designated as a wilderness area, history teaches that it will be managed in such a manner so as to prevent many of the multiple uses allowed in non-wilderness areas. Thus, the limited single use constantly encroaches, constantly becoming the only use.

OR-25.3

One of the reasons advanced for constantly adding to the wilderness system is that it is costless. Nothing could be farther from the truth. No action in our society is costless. Generally, the cost in economic terms for these designations is fairly easy to identify: with these withdrawals we ensure

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higher costs of extraction, milling, and manufacturing of artificially scarce resources. Supporters suggest that wilderness is a finite resource and therefore of infinite value. Every resource is finite, including water, land, and mineral resources. By constantly designating additional lands as wilderness, we are ensuring permanent shortages of certain of these finite resources, thereby inflating the cost of these resources. In human terms, the costs of these single use areas are more difficult to understand, and, curiously, the lost jobs and the accompanying pressures of unemployment upon the family unit are unacknowledged by the supporters of further wilderness designations. The supporters of further wilderness designations appear to suggest that wilderness is so important that it should be immune from simple macro or micro-economic evaluation. By irrevocably withdrawing acreage from the population and society as a whole, we are increasing the real value of those resources that remain extractable and, therefore, beneficial to society as a whole. By applying wilderness designations, we prevent simple exploration to determine what resources are available within these lands, leaving us ignorant as to the true costs of the wilderness designation.

OR-25.3
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The Utah Mining Association believes that the portion of the Draft EIS concerning the mineral values contained within the Wilderness Study Areas is wholly inadequate. An area's suitability for inclusion within the Wilderness Preservation System should be carefully reviewed to identify and quantify all of the values that will be lost by such inclusion. This review process must necessarily include an examination of the impacts inclusions would have on mineral and energy production. Mineral deposits, their value, and the costs associated with failure to develop these deposits are inadequately addressed by the Draft EIS. Such deficient treatment leaves the reader with the incorrect impression that there is negligible or valueless energy or mineral deposits lying within the boundaries of the WSA's. By the BLM's own admission, the information relied upon in judging the mineral and energy resources (leaseable and locatable) was limited. The Draft EIS has apparently ignored all energy and mineral data provided to the BLM by industry members over the last several years. Therefore, the "overall importance rating system" developed by the BLM is fatally reliant upon inadequate data as to the amount of deposits located within the WSA's and the economic benefits that would be gained from careful and thorough removal of those deposits. The overall importance rating system applies artificially low values to the minerals

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and, therefore, disguises the real costs of leaving those deposits undeveloped. This system also overrates the economic and environmental difficulties associated with development of the resources.

OR-25.6

For example, the BLM's proposed alternative includes designation of the majority of the Wahweap and Fifty Mile Mountain WSA's as wilderness. Both of these WSA's contain coal deposits on or adjacent to the Kaiparowits Plateau. By the BLM's own figures, the inclusion of these WSA's would prohibit the extraction of approximately 1,147,000,000 tons of coal. Both of these areas received "f-4" and "c-4" ratings under the BLM's overall importance rating system. To support its contention that this coal resource should remain undeveloped, the BLM suggests that development of the resource will create significant economic and environmental difficulties. The majority of these economic and environmental difficulties are the direct result of the BLM's current management of practically the entire Kaiparowits Plateau as a WSA. Valuation of these deposits should be based upon the willingness of the lessees of the 25 current coal leases within these WSA's to continue to make rental payments. Valuation should not be diminished by artificial BLM-created obstacles.

OR-25.7

Interestingly, the BLM, in its proposed alternative, has failed to include the Burning Hills and Death Ridge WSA's. These areas also include portions of the Kaiparowits Plateau coal deposits. These areas are bracketed by the Wahweap WSA to the west and by the Fifty Mile Mountain WSA to the east. If both the Wahweap and the Fifty Mile Mountain WSA's are designated as wilderness, the likelihood of developing the 2.528 billion tons of coal located within the Burning Hills and Death Ridge WSA's will be significantly reduced. The buffer policy of protection for the Wahweap and Fifty Mile Mountain areas will severely limit the development potential for both Burning Hills and Death Ridge. Any activities within the Burning Hills and Death Ridge areas will likely be regulated to such an extent as to make them de facto wilderness areas.

Even the BLM's scanty review of the mineral and energy resources that will be impacted by further wilderness designations reveals the magnitude of the deposits that will be irrevocably lost to the limited single use concept. Consider the following examples.

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Proposed BLM Action:
(1,892,402 Acres)

Approximately 50% of the potential oil and gas resources in the WSA will remain undeveloped. Approximately 2.3% of the in-place coal (149,459,000 tons) and 2-4% of in-place tar sand resources (934,325,000 barrels) in Utah will remain undeveloped. Approximately 182,136 acres of locatable minerals and their accompanying mining claims will be undeveloped

No Action/No Wilderness:
(0 Acres)

Wilderness constraints would not be placed upon mineral and energy development. As a result, no loss of recoverable mineral or energy resources would occur. The significant in-place resources include an estimated 950,000,000 barrels of oil; approximately 5,700 billion cubic feet of gas; 5.4 billion tons of coal; 7.3 billion tons of tar sand; 196.5 million barrels of shale oil, and approximately 14 million tons of potash. The majority of these leasable minerals, as well as lesser amounts of other leasable minerals, will be recoverable. Approximately 14 locatable minerals are found within the WSA's, including uranium/vanadium (70,000 tons in-place), copper (3,300,000 tons in-place), lead/zinc (2,250,000 tons in-place), manganese (over 1,000,000 tons in place), gold (725 tons in-place), and silver (5,000 tons in-place), all of which would be locatable and recoverable. Approximately 284,603 acres of existing mining claims could be developed and new claims could be located on all of the lands except on approximately 333,083 acres currently withdrawn from location. Less than 10% of the locatable minerals would be lost under the No Action/No Wilderness alternative.

All Wilderness:
(3,231,327 Acres)

More than 90% of the potential oil and gas resources in the WSA's will remain undeveloped. All other leasable minerals in the WSA's will also remain undeveloped. Up to 60% of the in-place coal resource and up to 32% of the in-place tar sand resource in the State of Utah are located in the WSA's and will remain undeveloped. All locatable minerals and their accompanying mining claims will remain undeveloped.

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Manageability:
(26,006,546 Acres)

Approximately 78% of the potential oil and gas resource in the WSAs will remain undeveloped. Approximately 22% of the in-place coal (1,417,114,000 tons) and 15-30% of the in-place tar sand resource (6,795,205 barrels) in Utah will remain undeveloped. Approximately 10-20% of the locatable minerals and their accompanying mining claims will also remain undeveloped.

Paramount Wilderness
Quality:
(1,474,380 Acres)

Approximately 45% of the potential oil and gas resource in the WSA's will remain undeveloped. Approximately 1.5% of the in-place coal (95,425,000 tons) and 0.5% of in-place tar sand resource (116,205,000 barrels) in Utah will remain undeveloped. Approximately 50-60% of the locatable minerals and their accompanying mining claims will also remain undeveloped.

Regional Representative
Areas:
(913,225 Acres)

Approximately 27% of the potential oil and gas resource in the WSA's will remain undeveloped. Approximately 0.2% of the in-place coal (13,775,000 tons) and 0.2% of in-place tar sand resource (28,040,000 barrels) in Utah will remain undeveloped. Approximately 10-20% of the locatable minerals and their accompanying mining claims will also be undeveloped.

Small Cluster Concept:
(851,271 Acres)

Approximately 25% of the potential oil and gas resource in the WSA's will remain undeveloped. Approximately 30% of the in-place coal (145,000,000) tons and 0.06% of in-place tar sand resource (14,420,000 barrels) in Utah will remain undeveloped. Less than 10% of the locatable minerals and their accompanying mining claims will remain undeveloped.

In preparing this review and computing mineral and energy impacts, the BLM insinuated that pre-FLPMA leases and pre-existing valid mining claims could be developed after wilderness designation. Historically, the application of the Interim Management Plan prevented operators from exercising any rights under pre- or post-FLPMA leases or upon valid

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(cont.)

pre-existing mining claims. Pre-FLPMA leases and pre-existing valid mining claims may provide all manner of rights; exercising those rights in or near a wilderness area is often impossible, and the BLM should not seriously suggest otherwise by including these rights as part of those resources that can be developed under the various alternatives.

If the Utah Mining Association were cynical, it would suggest that some of these areas are included as preferred BLM designations at the insistence, not of wilderness groups, but of Senators and Representatives representing Eastern and Midwestern mining interests. The Utah Mining Association suggests that this Eastern and Midwestern "mining relief act" appears to be yet another attempt to support these areas' mining industries at the expense of Utah's industry and population.

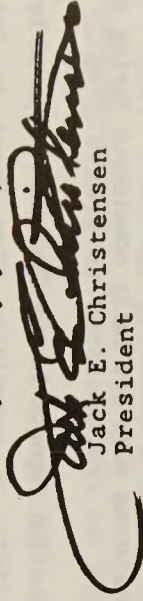
OR-25.9

Utah contains six national parks and numerous already-designated wilderness areas. These current wilderness areas contain hundreds of thousands of acres, acres that guarantee the limited use for the limited few. The national parks are designed to provide many of the same values and protections of the single use wilderness designation. What is being created through wilderness designations is a series of "super national parks," super parks that are generally enjoyed only by the super-hearty. The few benefit, while the many, and their opportunities for multiple-use enjoyment, are hindered. Areas designated as wilderness already burden the citizens of Utah. The burden is evidenced in higher costs to consumers and lost jobs in industries that can no longer be provided with the raw resources lying within the confines of these limited single use areas. Careful review should begin again so as to correctly and adequately identify the mineral resources and their value lying within the WSA's. Such a review will facilitate the necessary cost-benefit analysis as regards further wilderness designations within the State of Utah.

OR-25.10

Utah contains six national parks and numerous already-designated wilderness areas. These current wilderness areas contain hundreds of thousands of acres, acres that guarantee the limited use for the limited few. The national parks are designed to provide many of the same values and protections of the single use wilderness designation. What is being created through wilderness designations is a series of "super national parks," super parks that are generally enjoyed only by the super-hearty. The few benefit, while the many, and their opportunities for multiple-use enjoyment, are hindered. Areas designated as wilderness already burden the citizens of Utah. The burden is evidenced in higher costs to consumers and lost jobs in industries that can no longer be provided with the raw resources lying within the confines of these limited single use areas. Careful review should begin again so as to correctly and adequately identify the mineral resources and their value lying within the WSA's. Such a review will facilitate the necessary cost-benefit analysis as regards further wilderness designations within the State of Utah.

Very truly yours,


Jack E. Christensen
President



Utah Petroleum Association

A Division of Rocky Mountain Oil & Gas Association
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STATEMENT

BY

FRED PALMER
TEXACO, INC.

FOR THE

UTAH PETROLEUM ASSOCIATION

ON THE

BLM UTAH STATEWIDE DRAFT WILDERNESS ENVIRONMENTAL IMPACT STATEMENT

May 7, 1986

My name is Fred Palmer. I am employed by Texaco, Inc, however, my testimony is in behalf of the Utah Petroleum Association, a state division of the Rocky Mountain Oil and Gas Association, (RMOGA). Texaco is a member of RMOGA and the Utah Petroleum Association. RMOGA is a trade association representing the oil and gas industry in Utah and seven other western states. We appreciate this opportunity to present our comments on the Utah Statewide Wilderness Draft Environmental Impact Statement.

MULTIPLE USE PHILOSOPHY AND NOMINATED ACREAGE

Utah is a public lands state. Two-thirds of Utah's land is owned by the Federal Government. Additional land is owned by state and local governments. With only about twenty percent of our state in private taxable ownership, it has historically been, and must continue to be, economically imperative that Utahns beneficially use these public lands. Well-managed multiple use is the public land philosophy and policy we believe that Utahns support and want continued. We do not believe that the proposed action to recommend 1.9 million acres of new wilderness in Utah is a responsible proposition. Once an area is designated wilderness most multiple uses are removed or unacceptably curtailed. Specifically, valuable mineral resources are forgone. The addition of 1.9 million acres of wilderness would give Utah over 4.5 million acres of protected lands where oil and gas activities are prohibited. That is excessive and should not be allowed to happen.

OR-26.1

DEIS EVALUATION OF ENERGY AND MINERAL RESOURCES

Our primary concern regarding the Wilderness DEIS is the fact that energy and mineral resources were not fully considered during the study process.

OR-26.2

The mineral evaluation reports in the DEIS were prepared by Science Applications, Inc. (SAI), a consulting firm based in Oak Ridge, Tennessee. The SAI reports were compiled and submitted to the BLM in 1982. These evaluations were based largely on outdated publications and other information. On July 30, 1982, the BLM published a notice in the Federal Register requesting that the petroleum and mineral industries complete mineral evaluation forms for the wilderness study areas under consideration. It was our hope that new industry data would be utilized in the decision-making process. However, the BLM has admittedly not utilized the mineral information supplied by these industries. The DEIS states, "At this time, BLM has not made an independent assessment of all information gathered by oil and gas companies and some of the data are proprietary." We are unsure as to the reason for this delay. If the BLM has had trouble understanding the data or additional information was required, those companies which supplied the data should have been contacted prior to the completion of the DEIS. Nevertheless, the BLM has this one last opportunity to review and evaluate the data which has been submitted, along with new additional data which may be submitted during the comment period on the DEIS.

We find it imperative that another critical concern be documented in our comments. That is the BLM's decision to recommend as wilderness areas which contain significant potential for energy resources. The BLM's Wilderness Study Policy directs that energy and mineral resources be evaluated and considered. We believe this to mean that potential for energy and mineral resources must be more than merely acknowledged in the study process, and that the potential must be considered when decisions regarding wilderness recommendations are being made. An estimation that 950 million barrels of oil and gas will be foregone as a result of the proposed action is presented in the DEIS. This is a potential resource which cannot be overlooked. Energy potential should be thoroughly considered and tradeoffs carefully analyzed before public lands are recommended for wilderness designation.

OR-26.3

OR-26.4

UTAH PETROLEUM ASSOCIATION POSITION AND RECOMMENDATIONS

We do not support the BLM's 1.9 million acre wilderness recommendation. We believe all of the alternatives are flawed because of the lack of consideration of input submitted by energy and mineral companies. If an alternative must be selected, then Alternative #2 recommending no new wilderness is the position supported by the Utah Petroleum Association.

SUMMARY

It is our opinion that the mineral information supplied by SAI is outdated and that the BLM's mineral evaluations are therefore lower than they should be. The energy resource potential which will be foregone due to the proposed action is likely to be more than the 50% the BLM has indicated due to the use of erroneous information provided by SAI. We recommend that the BLM utilize more current data in its review of the areas.

We believe Utah already has a vast amount of land in its five National Parks, Park Service or Forest Service recreation areas, Forest Wilderness Areas, Department of Defense lands, and Indian Reservations, which are designated as single use areas and cannot be developed or follow the multiple use concept. We do not believe more single use land should be set aside as proposed in the DEIS. Moreover, it should be recognized that wilderness designation is not the only way to protect lands and their environmental values. Numerous environmental laws, policies and regulations insure the adequate protection of all public lands.

Local and state economies are heavily dependent and necessarily protected under multiple use of public lands. To withdraw 1.9 million acres from well-managed multiple use would significantly reduce employment and income levels by at least 5% in several Utah counties that are already overburdened by Federal Land Management Policies and would adversely affect the entire state's future revenue picture.

Thank you.

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UTAH POWER & LIGHT COMPANY

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LEGAL DEPARTMENT
JODY L. WILLIAMS
ATTORNEY AT LAW
801 - 525-2861

August 15, 1986

Dr. Gregory F. Thayne
Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State, Suite 301
Salt Lake City, UT 84111-2303

Re: Utah BLM Statewide Wilderness
Draft Environmental Impact Statement

Dear Dr. Thayne:

Utah Power & Light Company (UP&L) thanks you for the opportunity to comment on the draft EIS for the Utah Bureau of Land Management Statewide Wilderness Alternatives, dated January 31, 1986. UP&L's comments are divided into two sections. Section I consists of UP&L's general comments relating to the adequacy of the EIS and comments applicable to all alternatives. Section II consists of comments specific to each alternative.

SECTION I

A. WATER

OR-27.1

In light of the decision in Sierra Club v. John Block, et al., 622 F.Supp 842 (D. Colo. 1985), the Draft EIS is wholly inadequate in its discussion of impacts related to any claim of water rights or water uses for wilderness areas created in Utah. If, as the

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Draft EIS indicates, 85 to 90 percent of Utah's water is already appropriated, the last 10 to 15 percent becomes more valuable for all uses, including municipal, agricultural, recreational, mining and industrial uses.

Any federal reservation of water rights or any claims arising from wilderness designations, from any source, for instream flows for water quality, recreation, bank stabilization, fish and wildlife propagation or a variety of other possible uses will cripple Utah's future growth and development potential and, most importantly, conflict with and endanger current uses.

OR-27.2

UP&L has water rights and pending applications relevant to the following listed Wilderness Study Areas (WSAs):

WSAs 29 (Phipps-Death Hollow ISA Complex), 30 (Steep Creek), and 31 (North Escalante Canyons/The Gulch ISA Complex)

UP&L has pending water rights in the Escalante River basin for future steam electric plant development. Rights amount to 165,000 acre feet and 29,555 CFS for power, mining, domestic and irrigation use.

OR-27.3

WSAs 59 (San Rafael Reef), 63 (Sid's Mountain), and 64 (Mexican Mountain)

UP&L has pending and perfected water rights in the San Rafael River basin amounting to 150,000 acre feet and 141.184 CFS for power, stockwatering, and irrigation use. UP&L has purchased all

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irrigated land along the San Rafael River and believes that the San Rafael River is totally appropriated during average or below average water years, when potential conflicts with wilderness areas over water would occur.

In addition, UP&L has purchased and developed water rights on tributaries to the San Rafael River for use in its existing steam electric plants in Emery County. Continued use of those water rights is essential to UP&L's generation of electricity in its large Emery County plants.

WSAs 66 (Desolation Canyon), 67 (Turtle Canyon), and 68 (Floy Canyon)

UP&L has pending water rights on the Green River equal to 4,355,000 acre feet of storage and 29,500 CFS of direct flow. UP&L filed its water applications in these WSAs prior to the time that they were being studied for wilderness designation, in conjunction with its plans for developing steam electric generating plants near Green River and Wellington, Utah.

WSAs 60 (Crack Canyon) and 61 (Muddy Creek)

UP&L has a pending water right in the Muddy Creek basin for 30,000 acre feet of storage for use in a proposed steam electric generating plant.

Because of the threat posed to UP&L and all other water users near the WSAs by wilderness designation,

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which is not quantified in the Draft EIS, UP&L categorically opposes any Utah wilderness designations until the EIS is revised to discuss all possible impacts on existing water rights and applications, as well as future impacts on unappropriated water unless the legislation authorizing wilderness designations expressly disclaims any federal reserved water rights for the areas and prohibits assertion of claims which may be made regarding water flows or quality in, through or below the areas.

B. OIL AND GAS DEVELOPMENT

In Emery County, UP&L is lessor under several oil and gas leases, from which it receives rent and royalties, near the following WSAs: 59 (San Rafael Reef), 62 (Devil's Canyon), 63 (Sid's Mountain) and 64 (Mexican Mountain)

Gas production is occurring within 10 miles to the northwest of WSA 63. As well as offsetting UP&L land acquisition expenses, development of these oil and gas resources is in the national interest to prevent dependency on foreign sources during times of national emergency. In addition, other Emery county landowners should not be precluded from developing an additional revenue source from proven producing fields in this economically depressed area.

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Therefore, special care should be taken to evaluate oil and gas potential in the San Rafael Reef, Mexican Mountain, Devil's Canyon and Sid's Mountain WSAs in the Geological Survey and Bureau of Mines report on the wilderness proposals to be submitted to the Secretary of Interior. UP&L and other persons commenting on the Draft EIS should have an opportunity to comment on this report, and they are prejudiced by not having it to comment on at the same time as the Draft EIS.

The final EIS should address impacts on these proposed wilderness areas from continued development outside, but very near their borders and re-evaluate their qualities for wilderness designation in light of this potential for development.

C. AIR QUALITY AND INTEGRAL VISTAS

WSA 63 (Sid's Mountain) is only 10 miles from the Hunter Plant, UP&L's largest generating facility. Three WSAs are within 25 miles of the Hunter Plant. Air quality and designation of integral vistas are issues of substantial concern to UP&L.

Generally, wilderness areas have a Class II PSD classification. UP&L's generating facilities are permitted by the EPA and fully comply with existing air quality classifications. The draft EIS states that the BLM will not seek to upgrade PSD classification in the

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final wilderness areas to Class I, and UP&L would vigorously oppose such a request from any person or agency at any point in the wilderness

study or designation process, or thereafter, because of the millions of dollars of increased environmental compliance cost which would have to be borne by its ratepayers to comply with Class I PSD air standards.

While integral vistas generally have been designated as extensions of National Parks, there is no assurance that at some future date they will not be asserted for wilderness areas just as federal reserved water rights have been in Colorado. UP&L's existing steam electric generating plants are located in close proximity to several WSAs, as are its future plant sites and mining leases.

Again, UP&L must oppose designation of any integral vista which could adversely affect its current or proposed plant or mining operations, or a transportation route to any of its mining operations.

In order to insure that in the future an independent group cannot advocate upgrade of air standards or creation of integral vistas, the wilderness-authorizing legislation must provide for permanent Class II PSD classification, prohibition of integral vista designation from any created wilderness area and specific

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permission for new heavy industrial development outside each created area.

D. BUFFER ZONES

Within a year of creation of the High Uintas Wilderness Area, several conservationist groups moved to block the Forest Service's Gilbert Creek proposed timber sale, outside of the wilderness area, on the basis that the roads and cutting would adversely affect the land within the wilderness area. The threat of similar action after designation of the BLM wilderness areas seriously concerns Utah Power & Light Company.

As noted throughout these comments, UP&L's existing facilities and resources are near or in many of the WSAs. Creation of buffer zones around the wilderness areas would have the same impact on existing uses and future development as integral vistas do on areas surrounding National Parks; for most purposes, they would extend the wilderness area boundaries, seriously limiting development.

The potential for claim of buffer zones is especially critical in the WSAs in Emery County and near the Kaiparowits Known Recoverable Coal Resource Area.

So long as conservationists intend to push for buffer zones around wilderness areas, future wilderness designations must be made only in areas which do not conflict with current or future economic uses, or the

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wilderness-authorizing legislation specifically must grant permission for future development up to the boundary of each wilderness area.

E. MINERAL DEVELOPMENT AND TRANSPORTATION

Many of UP&L's mineral leases on BLM lands in Utah lie within WSAs 26 (Wahweap), 28 (Death Ridge), 32 (Carcass Canyon) and 50 (Cheesebox Canyon). The BLM Proposed Action Alternative and the Small Cluster Concept Alternative eliminate part of WSA 26 and all of WSAs 28, 32 and 50, and are acceptable, with some minor modifications to the area included in WSA 26, to UP&L's mineral and transportation interests. Only the All Wilderness Alternative includes all four WSAs and is unacceptable to UP&L. The Manageability Alternative includes part of WSA 26 and all of WSA 32, interfering with development of the Kaiparowits Coal Field and UP&L's mining and transportation plans. All four WSAs are excluded from the Paramount Quality and Regional Representative Alternatives. Because of UP&L's investment in these areas, wilderness designation of any of them is unacceptable to Utah Power & Light Company and its ratepayers who depend on a reliable source of fuels to power its generating stations.

UP&L's developed coal resources are the backbone of its generating capability, which provides reliable electrical service to most of the State of Utah. In

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addition, in 1982, UP&L was awarded federal coal lease U-1362, on the northern part of the Kaiparowits Coal Field, which is part of the Kaiparowits Known Recoverable Coal Resource Area (KRCRA). U-1362 contains post-FLPMA environmental stipulations. This lease covers more than 18,000 acres of federal lands administered by the BLM just north of the Resources Company leases. UP&L also leases 5,000 acres of contiguous state lands.

The All Wilderness Alternative states that about 79,221 acres of existing coal leases, most in the Kaiparowits Plateau, would be phased out if diligent development criteria are not met prior to wilderness designation. The EIS also points out the major difficulties which will be encountered in development of the Kaiparowits coal leases. The All Wilderness Alternative so encumbers mining development within the KRCRA as to almost prohibit it altogether. It is unlikely that the existing coal leases could be developed prior to wilderness designation, especially since private investment in the KRCRA has been hampered by threatened wilderness designation. UP&L's and the other lessees' investments in the KRCRA leases risk loss by continued wilderness study and threat of designation.

In the vicinity of WSA 50 (Cheesebox Canyon), UP&L owns many uranium leases with proven reserves. In

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addition, transportation routes from UP&L's mineral leases to railheads or places of use conflict with some of the WSAs.

UP&L vigorously opposes wilderness designation under any alternative for WSAs 26, 28, 32 and 50. The specific reasons for UP&L's opposition to designation of each WSA are expressed below:

WSA 50 (Cheese Box)

Southeast Utah is widely known for large deposits of ore-bearing formations. Many active and abandoned mines dominate the landscape.

UP&L controls over 300 valid mining claims and has, through a 10-year exploration drilling program, proven ore reserves in excess of three million pounds of uranium (U_3O_8). Utah Power & Light's base reserves are located adjacent to this WSA and the already-designated Dark Canyon Wilderness Area.

UP&L raised its concerns regarding wilderness designation for Cheesebox WSA a wilderness area during the previous scoping sessions and prior written comment period. This WSA has sustained substantial impacts from man-made disturbances, active mining, hauling on the nearby highway, traffic to and from Glen Canyon recreation area, development of valid existing mining claims and

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grazing. If Cheesebox is designated wilderness, UP&L's chargeable costs to its uranium claims, mines and investment on nearby Deer Flat will increase because of requirements to protect a new, nearby wilderness area. The threat of buffer zone protection is substantial.

Its marginal acceptance as a WSA demonstrates that its 6,100 acres do not offer outstanding opportunities for solitude.

WSA 32 (Carcass Canyon)

Of the known mineral resources contained within this study area, coal reserves by far outweigh other mineral deposits. One hundred thirty-three (133) mineral claims are registered with the Bureau of Land Management and are considered valid existing rights.

Mineral rating is very high, at f4 for favorability and c4 for certainty. Again, this rating system was given by the Department of Energy/S.A.I. and does not reflect input from the U.S. Geological Survey nor the U. S. Bureau of Mines, who are required to submit separate and independent reports. Their reports are not available at this writing and comment period, and UP&L and other commentators are prejudiced by having to comment separately on the Draft EIS and the

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63,000 acres and an additional 400 million tons of coal represented by Preference Right Leases. The mineral rating system in the Draft EIS classifies this WSA f4 for resources favorability c4 for certainty, giving this WSA the highest possible rating.

These coal lands also have been identified as part of the KRCRA and have undergone the unsuitability criteria without a negative determination, and no restrictions on mining should be applied to them.

There are few current mining activities within the KRCRA. Investors are reluctant to risk substantial capital in a wilderness study area, and problems are compounded because of limited access, the high cost of underground mining, lack of water and competition from other nearby sources. However, if this WSA is designated a wilderness area, not only would the coal resources be lost, but the potential reserves as well. Present coal mining royalties average in excess of \$2.40 a ton, based on 8% of mined coal at the tipple. The present value of these royalties lost to the United States government and the State of Utah for 1 billion tons of mineable reserves is approximately 2,400,000,000 dollars, a substantial sum in

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(cont.)

mineral reports. Part of Utah Power & Light Company's federal coal lease U-1362 lies within this WSA.

Increased interest in back country experiences has given rise to numbers of backpackers using Escalante and its surroundings. But, overwhelmingly, the major backpacking attraction in this area remains the Escalante River drainage and Water Pocket Fold. Both areas are managed under special legislative protection.

Because of the existing preference for Escalante River and Water Pocket Fold regardless of whether or not Carcass Canyon WSA becomes a wilderness area, wilderness-users will have little interest in this area. It is duplicative of some of the other proposed wilderness areas which do not have such outstanding mineral development potential.

OR-27.20

The numerous roads, ways and exploration sites lessen the visual quality and solitude necessary for wilderness experiences in the WSA.

WSA 28 (Death Ridge)

Death Ridge WSA overlies most of Utah Power & Light's federal coal lease U-1362 and contains nearly 500,000,000 tons of recoverable coal. There are 17 other coal leases within the WSA's

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(cont.)

these days of budget deficits. Revenues for the entire plateau, including Death Ridge WSA, would generate funds for the federal treasury far in excess of any other monetary gain derived from recreation, grazing or other mineral royalty.

WSA 26 (Wahweap)

Oil, gas and coal are the predominant minerals identified in this WSA. Coal resources are rated f4 for favorability and certainty. The Kaiparowits Power Project was once planned to use the estimated 900 million to 1 billion tons of recoverable coal contained in Wahweap.

Only about 10 percent of this WSA qualifies as wilderness, and its highest and best use must remain as mineral development property. Designation of Wahweap as a wilderness area could create a barrier to UP&L's transportation route from its coal lease properties in the KRCRA.

As a utility certificated and franchised to serve in the State of Utah, UP&L must meet its responsibility of planning and building for the public's future electrical needs. Economically, it is more advantageous to build a mine-mouth generating plant, as located in Emery County. However, in order to develop the coal in its Kaiparowits Coal Field lease, it may be necessary

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(cont.)

to transport the coal to a less environmentally sensitive area to generate electricity. UP&L has worked with railroad engineers to develop a viable and feasible transportation route, avoiding serious impact on the WSAs included in the BLM's Proposed Action Alternative.

The proposed railroad routes from the Kaiparowits Coal Field mines to be developed by UP&L would cross and substantially impact WSAs 27 (Burning Hills) and 28 (Death Ridge), as well as cross the southern tip of WSA 26 (Wahweap) and adjoin the western boundary of WSA 25 (The Cockscomb). A map of UP&L's proposed rail route is included with these comments.

UP&L has opposed and must continue to oppose any wilderness designation which interferes with its ability to serve its customers with electricity from its existing or planned coal-fired generating plants.

F. SID'S MOUNTAIN WSA

UP&L is especially concerned with wilderness designation of the Sid's Mountain WSA. Location of the Hunter and Huntington steam electric generating plants within 10 miles of this proposed wilderness area requires serious reevaluation of all facets of its wilderness potential. There is considerable evidence

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(cont.)

BLM Proposed Action Alternative. The boundaries of these WSAs should be redrawn to allow for the construction and maintenance of these sites.

WSAs 7 (Howell Peak) and 9 (Notch Peak)

These two areas are separated by Rainbow Valley, a corridor for two existing 230 kV lines. This valley is also a major east/west corridor that has received interest from several utility companies.

In designating these WSAs as wilderness areas, existing transmission facilities and room for maintaining them, and the potential major transmission corridor must be protected.

WSA 20 (Canaan Mountain)

A proposed east/west utility corridor from Township 37 South to the Arizona border would be jeopardized with this wilderness designation. The potential major transmission corridor must be protected.

WSA 26 (Wahweap)

There are two power lines, a 69 kV and a 230 kV, and a road in Cottonwood Wash, which would be impacted by wilderness designation. The boundary, at least, must be pulled back to the high ground on each side of the Cottonwood Wash area so that maintenance and

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(cont.)

of human activities, extensive mineral exploration and livestock development in the Sid's Mountain WSA. This area contains many roads and semi-developed camping and picnicking sites, and it is used extensively by off-road vehicles. The Hunter Plant's three smoke stacks and cooling tower plumes are visible from some areas of this WSA. A transmission corridor crosses its north-east edge.

With existing and future development of the Hunter Plant and other industry in this area of Emery County, the opportunities for solitude and the wilderness experience will continue to diminish over time.

Any upgrade of air quality designation in this WSA would cost UP&L ratepayers millions of dollars for additional air pollution control equipment at the Hunter and Huntington plants.

SECTION II

A. THE BLM PROPOSED ACTION ALTERNATIVE

Generally, UP&L can support the BLM Proposed Action Alternative so long as its concerns in Section I of these comments are satisfied and with the following modifications:

1. Transmission Line Rights of Way and Communication Sites.

UP&L has existing or planned transmission corridors and planned communication sites through several WSAs, seven of which are included in the

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(cont.)

upgrading of these lines can be performed. There is also a communication site in the east portion of this WSA.

WSA 25 (The Cockscomb)

A 230 kV transmission line scheduled for upgrading to 345 kV traverses portions of the northeasterly border of this area. A maintenance corridor must be preserved through this WSA.

WSA 55 (Behind the Rocks)

There is a 345 kV transmission line and utility corridor just east of this area and a 69 kV transmission line along a portion of the north border. As the name implies, this wilderness area should be designated behind the rocks. UP&L recommends withdrawing the north boundary to the top of the cliffs, as the easterly boundary has been.

WSA 64 (Mexican Mountain)

A 345 kV transmission line traverses along a portion of the easterly boundary of this area. This utility corridor has potential for expansion and should be preserved as one of the few possible utility corridors in this rugged area.

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OR-27.33

2. Steam Electric Generating Plants.

Because of UP&L's responsibility to provide electricity for future growth and development in Utah, the proximity of five WSAs in the BLM Proposed Action Alternative to its future steam electric generating stations is of serious concern. No future plants are located in WSAs. Should UP&L's next steam electric plant be one of those listed below, a full EIS would be required as part of the planning process. UP&L is concerned, however, that it would be precluded from building to meet future generation needs in the most efficient and economical manner because of wilderness designation between now and the time the plant is needed.

The plant site and distance from the affected WSA is listed below:

PLANT SITE	DISTANCE/DIRECTION TO	NEAREST
		WSA
Mounds	10 mi. E	67
East Canyon	12 mi. SEE	67
Wellington	25 mi. SE	67
Gordon Creek	32 mi. SE	67
Woodside	4 mi. SE	66
Green River	6 mi. N	68
South Emery	10 mi. SE	62
Westwater	5 mi. SE	72

While UP&L supports the wilderness concept for the recreational benefits it provides to those persons in its service territory, the

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final EIS should balance those interests with the future need for electricity and should consider UP&L's long range plans to generate and supply electricity within Utah.

UP&L is very concerned also about proposed wilderness areas in the vicinity of its existing Hunter and Huntington Plants located in Emery County. The table below designates the WSAs included in the BLM Proposed Action Alternative in close proximity to the Hunter and Huntington Plants.

WSA	NAME	DIST. FROM HUNTER	DIST. FROM HUNTINGTON
63	Sid's Mountain	10 SE	20 SE
64	Mexican Mountain	23 SE	30 SE
61	Muddy Creek	34 S	43 S
60	Crack Canyon	41 SE	52 SE
59	San Rafael Reef	31 SE	42 SE
66	Desolation Canyon	39 ENE	41 ENE
67	Turtle Canyon	40 ENE	40 ENE
29	Phipps-Death Hollow	98 SSW	111 SSW
31	No. Escalante Canyon	86 SSW	97 SSW
30	Steep Creek	89 SSW	100 SSW

3. Hydroelectric Plant Sites

The Draft EIS inadequately addresses hydroelectric development potential in the WSAs included in the alternatives. A study entitled Resource Survey of Hydroelectrical Power Potential in Utah and Southeast Idaho, by Calvin G. Clyde, Eugene K. Israelsen and Win-Kai Lin, prepared by the Utah Water Research Laboratory, identifies 29 potential

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(cont.)

hydroelectric sites in or adjacent to WSAs 19, 25, 29, 31, 38, 41, 63, 64, and 66 in the BLM Proposed Action Wilderness Alternative. UP&L has not investigated each site and independently determined its hydroelectric development potential, but Dr. Clyde did appear as an expert witness for a Utah State agency before the Utah Public Service Commission in the Cogeneration Hearings in 1985. UP&L strongly recommends that the final EIS review Dr. Clyde's study in relationship to hydroelectric potential in the proposed wilderness areas.

B. THE ALL WILDERNESS ALTERNATIVE

While UP&L supports a concept of preserving some wilderness areas for the recreation benefits they provide to those persons in its service territory, the final EIS should balance those interests with the future needs for electricity and development in Utah. No consideration is given to UP&L's long range plans to generate and supply electricity in the All Wilderness Alternative, and UP&L strongly opposes it.

1. Transmission Line Rights of Way and Communication Sites

In addition to the conflicts with its rights of way, UP&L has described in the BLM Proposed Action Alternative Section, the All Wilderness Alternative interferes with these additional

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existing and planned rights of way and communication sites.

WSAs 26 (Wahweap) and 24 (Paria-Hackberry)

The boundary between these two areas generally follows the road through Cottonwood Wash. The boundaries of these areas must be pulled back to high ground on each side of the wash for maintenance and upgrading of the 69 kV and 230 kV lines in this corridor.

WSAs 22 (The Blues) and 23 (Mud Springs Canyon)

A 230 kV transmission line scheduled for upgrading to 345 kV traverses northwesterly along portions of the west boundary of these two WSAs. The BLM Alternative omits these two WSAs, and UP&L supports that omission. This valuable transmission corridor and right of way to maintain it must be protected from wilderness designation.

WSA 10 (King Top)

There is a communication site location at the north edge of this WSA, and access must be preserved for it. The BLM Alternative omits this WSA, and UP&L supports the BLM's omission.

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2. Steam Electric Generating Plants

Adoption of the All Wilderness Alternative

would place three additional wilderness areas to those described in the section on the BLM Proposed Action Alternative near UP&L's existing Emery County plants. They are the Devil's Canyon, Jack Canyon and Floy Canyon WSAs.

WSA	NAME	DIST. FROM HUNTER	DIST. FROM HUNTINGTON
62	Devil's Canyon	21 S	32 S
65	Jack Canyon	58 NE	54 NE
68	Floy Canyon	54 ESE	56 ESE

3. Hydroelectric Plant Sites

Dr. Clyde's hydroelectric site survey identifies 34 potential hydroelectric sites in or adjacent to WSAs 19, 24, 25, 29,31, 38, 41, 63, 64, 66 and 73 in the All Wilderness Alternative.

C. THE PARAMOUNT WILDERNESS QUALITY ALTERNATIVE

Generally, UP&L could support the Paramount Wilderness Quality Alternative, so long as its concerns raised in these comments are satisfied.

1. Transmission Line Rights of Way and Communication Sites

Only four WSAs in this alternative conflict with UP&L's existing and proposed rights of way and communication sites. They are WSAs 20 (Canaan Mountain), 26 (Wahweap), 55 (Behind the Rocks) and 64 (Mexican Mountain). UP&L's comments regarding

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these WSAs appear in the BLM Proposed Action Alternative.

2. Steam Electric Generating Plants

The following list shows the distance between UP&L's proposed future plants and the wilderness areas proposed in this alternative. Note that the Woodside and Westwater plant sites, discussed in the BLM Proposed Action Alternative, are deleted in this alternative.

<u>PLANT SITE</u>	<u>DISTANCE/DIRECTION TO</u>	<u>Nearest WSA</u>
Mounds	10 mi. E	67
East Canyon	12 mi. SEE	67
Wellington	25 mi. SE	67
Gordon Creek	32 mi. SE	67
Green River	15 mi. N	66
South Emery	10 mi. SE	62

The same proposed wilderness areas in close proximity to the existing Hunter and Huntington Plants, discussed in the BLM Proposed Action Alternative, are included in the Paramount Wilderness Quality Alternative.

3. Hydroelectric Plant Sites

Twenty-five potential hydroelectric sites in or adjacent to WSAs 19, 29, 31, 38, 63, 64 and 66, included as proposed wilderness areas in this alternative, are identified in Dr. Clyde's survey of hydroelectric sites.

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D. THE MANAGEABILITY ALTERNATIVE

Because of severe conflicts with UP&L's existing and planned generating plants, water rights, mineral resources and transportation plans, UP&L does not support the Manageability Alternative.

1. Transmission Line Rights of Way and Communication Sites

All conflicts with rights of way communication sites discussed in UP&L's comments on the All Wilderness Alternative exist in this alternative, except for WSA 10 (King Top) and WSA 22 (The Blues), which have been deleted from the Manageability Alternative's proposed wilderness areas.

2. Steam Electric Generating Plants

All future proposed UP&L plant sites discussed in the All Wilderness Alternative would be affected by the Manageability Alternative. Two proposed wilderness areas in the All Wilderness Alternative in close proximity to UP&L's existing Hunter and Huntington Plants, WSAs 62 (Devil's Canyon) and 68 (Floy Canyon), are deleted from the Manageability Alternative.

3. Hydroelectric Plant Sites

Dr. Clyde's study identifies thirty-two potential hydroelectric sites which would conflict with this wilderness alternative. They are

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located in or adjacent to WSAs 19, 24, 25, 29, 31, 38, 41, 63, 64 and 66.

E. THE SMALL CLUSTER CONCEPT ALTERNATIVE

The Small Cluster Concept Alternative would have less impact on UP&L's existing and planned operations than any other wilderness-designating alternative, and if UP&L's concerns are satisfied, it supports this alternative.

1. Transmission Line Rights of Way and Communication Tower Sites

Only WSA 26 (Wahweap), discussed in UP&L's comments to the BLM Proposed Action Alternative, conflicts with UP&L's rights of way and communication tower siting.

2. Steam Electric Generating Plants

The proposed wilderness areas discussed in this alternative are not near UP&L's Hunter or Huntington Plants, but they would have an impact on UP&L's future plant siting for the following listed plants:

PLANT SITE	DISTANCE/DIRECTION TO	Nearest WSA
Mounds	10 mi. E	67
East Canyon	12 mi. SEE	67
Wellington	25 mi. SE	67
Gordon Creek	32 mi. SE	67
Woodside	4 mi. SE	66
Green River	15 mi. N	66

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3. Hydroelectric Plant Sites

Only nine potential hydroelectric sites identified in Dr. Clyde's resource survey, in or adjacent to WSAs 31 and 66 would be foreclosed from development by this alternative.

F. THE REGIONAL REPRESENTATIVE ALTERNATIVE

UP&L can support this alternative if its concerns are resolved by modification of the conflicting WSAs.

1. Transmission Line Rights of Way and Communication Tower Sites

Only the boundary of WSA 55 (Behind the Rocks) conflicts with UP&L's 345 kV and 69 kV transmission lines, as discussed in the BLM Proposed Action Alternative.

2. Steam Electric Generating Plants

Several WSAs included in this alternative would be located 40 miles or less from UP&L's future plant sites.

PLANT SITE	DISTANCE/DIRECTION TO	Nearest WSA
Mounds	20 mi. E	66
East Canyon	25 mi. SEE	66
Wellington	30 mi. SE	66
Gordon Creek	40 mi. SE	66
Woodside	40 mi. SE	66
Green River	15 mi. N	66
South Emery	15 mi. SE	63

In addition, the four WSAs designated below are in close proximity to the Hunter and Huntington Plants.

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WSA	NAME	DIST. FROM HUNTER	DIST. FROM HUNTINGTON
63	Sid's Mountain	10 SE	20 SE
59	San Rafael Reef	31 SE	42 SE
66	Desolation Canyon	39 ENE	41 ENE
29	Phipps-Death Hollow	98 SSW	111 SSW
3.	<u>Hydroelectric Plant Sites</u>		

Dr. Clyde catalogued 11 potential hydro-electric sites in or adjacent to WSAs 29, 63 and 66 in his resource survey.

G. THE NO WILDERNESS ALTERNATIVE

Obviously, this alternative would have no impact on UP&L's existing or planned operations so long as the study status of each WSA was revoked. UP&L does not believe this alternative is realistic in light of conflicting use and designation demands placed on the BLM's lands located within Utah. Therefore, UP&L does support the designation of limited wilderness areas only so long as the conflicts over those areas are resolved, to the extent possible, in a manner consistent with the future economic growth and development of Utah.

Again, UP&L thanks the BLM for the opportunity to comment on the Draft EIS and commends the BLM for the overall quality of this mammoth undertaking.

Very truly yours,
Jody L. Williams
Jody L. Williams

JLW/ct

A STATEMENT ON WILDERNESS
by
Utah Public Lands Multiple Use Coalition
To the People of Utah

Once again comes the unwelcome news that Utah tax collections have not kept pace with the state budget. The Utah economy is not doing as well as hoped. All the undersigned organizations, representing tens of thousands of businesses, workers, farmers, ranchers and citizens, fully understand such unwelcome economic news. We are experiencing severe trials in our industries, thus the shortfall in tax collections.

Utah is a public-land state. Nearly 80 percent of Utah is owned or controlled by the federal government. Many millions of dollars in tax payments normally come from our industries as we provide jobs by harvesting the renewable and other resources on these public lands. In fact, multiple-use of public lands is absolutely essential to the economic well-being of Utah's job holders -- whether miners, farmers, gas station attendants, office workers, or most any other occupation in Utah.

Basically Utahns know, love and enjoy the outdoors -- and this means the wilderness to many. But "Designated Wilderness" as defined by the National Wilderness Act, means locking up the lands, cutting off the jobs, taking away the grazing, eliminating mineral extraction, turning back the sportsmen, the handicapped and the elderly. Many Utahns do not understand that wilderness designation of state and federal lands significantly cuts into the economy. It means that large segments of the public are turned away from the lands. It means that millions of acres become the private preserve of a few. While the federal government owns most of the land, it also has the responsibility, as does any neighbor, to avoid placing an undue burden on its neighbors.

Nearly 18 percent of Utah's public lands have already been withdrawn or reserved for single-use management. None of these lands produce property taxes. The total acreage is excessive and Utah's taxpayers and job holders cannot carry this burden.

WILDERNESS CAN REDUCE JOBS

That's why we cannot support wilderness lockup of millions more acres of Utah lands, effectively prohibiting mineral extraction, oil exploration, timber harvest, motorized hunting, fishing, snowmobiling, off-road vehicle use, reducing livestock grazing and the many other severe restrictions wilderness designation brings.

RESOURCES DO NEED WISE USE

All citizens should know that we, too, favor protection and wise use of our natural resources. That is not and never has been the issue. What must be understood is that traditional multiple-use management by the U.S. Forest Service and Bureau of Land Management has done an outstanding job of managing the wise use of these resources. And multiple-use allows all the people the right to use public lands, not just a selected few who are hardy enough to backpack into the single-use wilderness areas.

Any suggestion that Utah's land is being systematically destroyed is simply not true. Utah's public lands are in better condition today than at any time in this century.

OR-28.1

OR-28.2

OR-28.3

OR-28.4

Coalition Wilderness Statement, Cont'd
Page 2

OR-28.5 Single-use wilderness advocates say increased tourism comes from wilderness designation. The opposite is more likely true. Eliminating motorized vehicles and roadways reduces tourists and locks out the vast majority of the public.

WATER RIGHTS ARE THREATENED

OR-28.6 Water rights, critical to the future of our cities and towns, agriculture and industry, may be jeopardized by wilderness designation. A Colorado court case will help determine how seriously existing water rights and future development of water is affected by wilderness. This is one reason Utah's Legislature recently voted overwhelmingly against further wilderness designation in Utah.

WE SUPPORT TOURISM

OR-28.7 We are not against tourism. In fact, we welcome it. But eliminating the relatively high paying jobs our industries provide and substituting tourism-related jobs usually cuts wages by at least half. Lower wages mean less taxes paid. And that brings us back to where we started, a depressed Utah economy.

OR-28.8 For all these, and other reasons, the Utah Legislature, Governor Bangerter, the Utah Association of Counties, numerous city officials and many leaders in our state have joined our groups in opposing expansion of the current wilderness, single-use designation, and favoring continued multiple use.

On behalf of those who have taken the risk to establish our industries and who provide jobs for so many Utahns, we appeal to the people of Utah for your understanding of why multiple-use management of public lands, rather than single-use lockup is the best and most wise use of Utah's resources. We urge all Utahns to speak out strongly for continued multiple-use of our federally-owned lands. Don't lock yourself, and your job, or your future out of public lands.

Signed by

UTAH PUBLIC LANDS MULTIPLE USE COALITION

Utah Association of Counties
Utah Cattlemen's Association
Utah Farm Bureau Federation
Utah Forest Industry Council
Utah Manufacturers Association
Utah Mining Association
Utah Petroleum Association
Utah Taxpayers Association
Utah Wool Growers Association

WILDERNESS

TEN ANSWERS AND ONE QUESTION:

OR-28.9 ANSWER ONE: Lack of wilderness designation will not result in immediate or future desecration of all areas not so designated. Wilderness areas exist because of natural conditions and sound management by the Bureau of Land Management, the Forest Service and a concerned public.

OR-28.10 ANSWER TWO: Wilderness designation may not preserve all areas so designated. There may be no protection from forest fires, pest infestation, floods, predators, noxious weeds, etc. In addition, overuse by backpackers drawn to the area can destroy the area.

OR-28.11 ANSWER THREE: Wilderness designation will limit access to the wilderness areas to about one-half of one percent of the population. Only those with time, money, and physical endurance to pack in will be able to use the wilderness areas. You may not even be permitted to fly over the wilderness area as it will disturb the tranquility of the backpacker.

OR-28.12 ANSWER FOUR: Wilderness designation will prevent all extraction of critical minerals and energy from wilderness areas and may prevent all removal of critical minerals and energy from surrounding areas. This will cost the state of Utah taxes and jobs and will further increase the tax burden of the property owners in the state.

OR-28.13 ANSWER FIVE: Nearly all elected officials in the state of Utah oppose any further designation of wilderness in Utah. The State Legislature overwhelmingly voted to pass a resolution against more wilderness, which was signed by the governor.

ANSWER SIX: Most Utahns believe we already have enough wilderness in the state of Utah.

ANSWER SEVEN: More wilderness designation is actively and vocally supported by only a very small group of principally non-elected individuals, most of whom are the backpackers who have the time, money and physical endurance to pack-in and don't worry about the loss of energy, minerals, taxes and jobs Utah loses from wilderness designation.

OR-28.14 ANSWER EIGHT: Do not be deceived. Tourist attraction of wilderness is limited to the backpacker, not the general public. It is no answer to economic development, nor can it be compared to the attraction of the National Parks open for everyone to enjoy.

OR-28.15 ANSWER NINE: Wilderness designation may have a serious adverse effect or absolutely prevent water development vitally needed for municipal, agricultural and other use.

OR-28.16 ANSWER TEN: Wilderness designation may actually be injurious to game animals. If there is no predator control, the predators can actually destroy the game animal populations.

QUESTION? WHY WOULD UTAHN'S SUPPORT MORE WILDERNESS OR CANDIDATES IN UTAH WHO SUPPORT MORE WILDERNESS?

July 15, 1986

Wilderness Studies (U-933)
Bureau of Land Management
Utah State Office
324 South State Street, Suite 301
Salt Lake City, Utah 84111-2303

Dear Gentlemen:

I am writing in support of the Consolidated Local Government Response to the Utah BLM Statewide Wilderness Draft Environmental Impact Statement that has been presented to your agency that opposes any additional acres of wilderness in the State of Utah. This statement addresses all important issues as to the areas in which the DEIS did not adequately address.

I also support the position of the San Juan County Commission that also opposes any additional wilderness within San Juan County. Public lands are for the entire population so that all can enjoy the beauties of these areas. By locking up vast acreage, this will only allow a very few to do this. San Juan County already has nearly one million acres of lands set aside for preservation, which is the best of all the outstanding areas.

I support the efforts made by the Bureau of Land Management in protecting the lands, and I feel that they can continue to protect without wilderness designation. Valuable funding for our education and local and state governments will be lost if wilderness designations are allowed, and we cannot allow the State's future to be destroyed by not allowing our children proper education.

I urge your support for the above mentioned statement in not recommending any additional wilderness in the State of Utah.

Very truly,

Anthony S. Sorensen
Anthony S. Sorensen
Address: Box 1321

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#BLM-UT-ES-90-002-4332